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ABSTRACT

Reports prepared by various countries for presentation at the 1977 annual assembly of the World Confederation of Organizations of the Teaching Profession (WCOTP) are included in this document. The theme of the assembly was "Compulsory Education: Social Expectations." Countries reporting include: Austria, Bangladesh, Brazil, Brunei, Canada, Ivory Coast, Denmark, West Germany, England and Wales, Fiji, Finland, France, Ghana, Israel, Jamaica, Japan, Lebanon, New Zealand, Nigeria, Panama, Taiwan, Korea, Scotland, Spain, Sweden, Thailand, Trinidad and Tobago, United States, and Yugoslavia. Some reports are in the original languages. Each country reported information regarding the scope of compulsory education: they described the extent and time frame of compulsory education, placed compulsory education in perspective with regard to the overall pattern of school attendance, and examined the social expectations concerning compulsory education. In addition, each country commented on their official educational objectives; the principal criticisms of their school systems; their proposals for educational reform; what the different sectors of their society expect of the student who has finished the compulsory education period; how social expectations are related to practical possibilities; and whether international expectations of human rights, respect for others, social justice for all, and international understanding are being provided. (Author/JK)

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COMPULSORY EDUCATION: SOCIAL EXPECTATIONS

SCOLARITE OBLIGATOIRE: ASPIRATIONS SOCIALES

ENSEÑANZA OBLIGATORIA: ASPIRACIONES SOCIALES

U.S. DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
EDUCATION

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XXVI Assembly of Delegates

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SO 010 927

World Confederation of Organizations of the Teaching Profession
Confédération Mondiale des Organisations de la Profession Enseignante
Confederación Mundial de Organizaciones de Profesionales de la Enseñanza

National Reports on the theme for 1977
in their original languages

Rapports Nationaux sur le thème de 1977
dans leurs languages originales

Informes Nacionales sobre el tema de 1977
en los idiomas originales

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COMPULSORY EDUCATION : SOCIAL EXPECTATIONS

1977 THEME INQUIRY OUTLINE

PART A - COMPULSORY EDUCATION

1. Information regarding the scope of compulsory education

The 1977 Theme study is concerned specifically with compulsory education. It is desirable in the first place, therefore, to have a general idea as to the extent of the compulsory education period in each country and to place compulsory education in perspective with regard to the overall pattern of school attendance.

a) Where compulsory school education is required, by whom is it provided - the national government, state/provincial government, local authorities? Is it entirely a public system of education or a mixed public and private school system? Whichever exists at the present time, is it considered to be the best solution or a practical necessity to be changed at some future date? How are the financial resources necessary for compulsory education provided?

b) How many years of school are covered by compulsory education? What stages of education does this cover? Between what ages is compulsory education required?

c) Is education (tuition) for this full period provided free? If not, for what period and/or to what extent?

d) What percentage of children of school age are able to benefit from "compulsory" education, having in mind limitations of facilities, number of teachers etc.? What percentage of children who enter compulsory education do not complete the prescribed number of years? Where compulsory education facilities are not used by all children of school age, what are the principal reasons for such children not being in school or dropping out of school - distance from school ? lack of economic resources on the part of their parents for clothing, books, etc. ? need for the school-age child to be working to support himself or herself or the family?

e) What machinery is set up by the authorities to ensure that all school age children are in school? To facilitate their attendance where geographical and/or economic factors prevent school attendance, what provisions do the responsible authorities make to compensate for these factors?

f) What percentage of children who complete compulsory schooling proceed further to secondary, vocational or other form of full-time education? to a formal apprenticeship?

g) Are the compulsory education facilities which are available open equally in practice to all groups - girls ? minority groups ? migrant workers' children, handicapped children?

PART B - SOCIAL EXPECTATIONS

2. Declared objectives of compulsory education

The second aspect of the study relates to the official objectives of the compulsory education provided.

a) Where are the objectives of compulsory education defined? In an Education Act, directives from the Ministry of Education, policy decisions of the state, provincial or local authorities, etc.?

b) What are the official declared objectives of compulsory education - summarised briefly? If compulsory education is required by states or provinces rather than by national laws, please summarise the principal common denominations.

c) If there are no formally defined objectives, what are the generally accepted goals of compulsory education?

d) How far does the national teachers' organisation believe that these objectives are being served by the present system or are they considered as "paper" objectives?

e) Given the economic problems faced by many countries and the consequent difficulties in satisfying all the needs and desires of the people, is provision for (or extension of) compulsory education given high priority? Is it pressed for actively by political and social groups? Is it pressed for by the national teachers' organisation?

f) What form does compulsory education take within the school - a "comprehensive" form of school programme or a "streamed" system ? a standard programme or one involving choices by the pupils and/or their parents?

g) To what extent does the compulsory school education programme include pre-vocational and/or vocational training? To what degree is priority given to such subject matter?

3. Criticism of compulsory education system seen as non-fulfilment of expectations

In most cases, the society as a whole or in part is not satisfied fully with the education provided during the compulsory school period.

Criticisms are voiced more often than objectives are defined but the scope and nature of criticism implied unfulfilled expectations. Thus it is useful to know the criticism and their origins and to know how they are answered by the other sectors of society, especially the educational community.

a) What are the principal criticisms commonly voiced and by whom expressed: (i) the political authorities, (ii) the educational authorities, (iii) the public through the media or by the media itself, (iv) the teachers through their organisations, (v) trade unions and employers' organisations, (vi) other organised sectors of society such as religious organisations, voluntary societies, community organisations?

Broad general examples of such criticisms which have been voiced in recent WCOTP experience are:

- the system is geared too much to pupils with developed deductive capacities and does not take account sufficiently of those whose talents are intuitive or manual

- the method of measuring success through examinations gives undue advantage to pupils with a particular psychology and disadvantages for those whose ability to express themselves in writing is less developed

- insufficient emphasis is placed on the "hard core" subjects which these critics consider essential for all subsequent learning-reading, writing, arithmetic: too much attention is paid to free expression and personal development and not enough given to the acquisition of basic skills

- the school curriculum is too traditional and does not relate to the needs of the community and therefore lacks meaning

- the system is designed to serve the needs of the existing dominant class - or the current political ideology - and not the needs of the individual nor the promotion of social change

- the system is a "left over" from colonial times and has not been reformed to meet the new independent society

- the system does not relate to the manpower needs of the society and so produces on the one hand people who are unable to get jobs and on the other hampers the development of the society due to its failure to produce the skilled personnel required (perhaps skilled in the vocational sense but also in the social and/or political sense).

4. Educational reform to fulfil expectations

Turning to the more positive side, it will be helpful to know of proposals for educational reforms which are either being put into operation or are seriously contemplated for the near future.

a) What educational reforms in the compulsory education period are currently being put into practice by the educational authorities? How far will these meet basic criticisms of the system?

b) What educational reforms are being sought by the society - as expressed by political parties, religious movements community organisations, employers, etc.?

c) What basic educational reforms are being sought by the national teachers' organisations? (affecting the pattern of the educational system rather than specific details.) National teachers' organisations which have adopted declarations regarding the goals which they seek from compulsory education are asked to submit copies with their national Theme reports.

d) Where a compulsory education system is operating effectively and adequate provision is made for it for a significant period (six to nine years), is there pressure to extend the compulsory education period ? at the early childhood level ? for the 16-19 year age group? Does this pressure come from the political leaders, social movements, parents, teachers' organisations?

5. Social expectations of the "output" of the compulsory education system

Even those individuals or sectors of society which have difficulty in defining the objectives of the compulsory education period know what they expect of the "finished product".

a) What do the different sectors of your society expect of the student who has completed the prescribed period of compulsory education? Clearly this will depend in large measure on whether or not the compulsory period is terminal, with no further formal education in view. In the Introduction to the 1977 Theme presented at the 1976 Assembly of Delegates in Washington, the Secretary General listed five elements which seem to him to be expected in varying degrees. He pointed out that others could be added to such a list.

1. to become a good citizen -
   recognising all that this implies in terms of nationalist interpretation, political coercion, international aspiration;

2. to be able to work and gain a living -
   recognising the differing priorities given to this right in divergent political systems and its potential conflict with the right to freedom of expression;

3. to appreciate moral values and the respect thereof -
   recognising the universality of honesty, truth and justice and the potential intolerance of institutional interpretations of these values;

4. to give each individual the ability to protect himself -
   recognising the importance of individuals unless they can cooperate with their fellow men in seeking corporate solutions before crisis forces joint action;

5. to be literate and have access to cultural development -
   recognising that literacy per se has little value unless the potential to participate in the cultural development of society is freely given without political constraints.

b) Which of the five suggestions would you omit or give little weight?

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c) Which other essential elements would you wish to add?

d) Given that the number of years of compulsory education are limited in many countries to eight, six or even four years, which are the major expectations of the society where such limitations exist?

6. Social expectations related to practical possibilities

Inevitably in all cases the expectations will be great and in many cases excessive. How then to relate social expectations to the possibilities of the compulsory education school period? This is not a major feature of this particular study which is conceived of more in the nature of a definition of the social expectations. However it is clear that if expectations are too far distant from reality, an explosive situation will exist and teachers will readily be criticised for non realisation of these expectations.

a) How far are (a) the proposers of change and/or (b) the critics of current practice aware of the natural limitations of what can be achieved by schools within the existing restraints - teachers' time, class size, levels of initial training, in-service education facilities, buildings, salaries, etc.?

b) What is being done to make the public aware of these restraints (and the danger inherent therein) by (i) the political powers, (ii) the educational authorities, (iii) the teachers' organisations, (iv) other bodies?

Movements of various kinds see education as the answer to the problems they seek to solve - environment, population, development, etc.

c) How far do such movements influence the course of the school programmes? How realistic are they in their ideas of what the school can do?

7. International expectations

Social expectations may be national or international in character. In an increasingly inter-dependent world, we see an increasing number of international recommendations, urging, for example, that all social systems include in their compulsory education the basic elements of human rights, respect for others, social justice for all, international understanding. At the same time, we see the demand for a truly national character voiced in all newly independent countries.

a) How justified is it to expect that national compulsory education systems should contain these essential international elements?

b) Should teachers' organisations endeavour to establish a priority list of the essential international elements which should be promoted in compulsory education and then try to implant them in their respective national systems?

c) How far would the efforts to promote such international aims be seen as complementing or conflicting with national goals?

d) Should international expectations be a reflection of the common denominator of national goals or do they have their own inherent value?

QUESTIONNAIRE SUR LE THEME DE 1977 :

LA SCOLARITE OBLIGATOIRE ET LES ASPIRATIONS SOCIALES

PARTIE A - SCOLARITE OBLIGATOIRE

1. La portée de la scolarité obligatoire

L'étude du thème de 1977 porte expressément sur la scolarité obligatoire. Il est donc souhaitable, tout d'abord, d'avoir une idée générale de la portée de la scolarité obligatoire dans chaque pays et de la replacer dans sa juste perspective par rapport à la structure générale de la fréquentation scolaire.

a) Lorsqu'il existe une obligation scolaire, par qui l'enseignement est-il dispensé, le Gouvernement central, les autorités de l'Etat ou de la province, ou les autorités locales? S'agit-il d'un système d'enseignement entièrement public ou d'un système mixte d'école publique et d'école privée? Quel que soit le système actuel, est-il considéré comme la meilleure solution ou comme une nécessité pratique qu'il faudra ultérieurement modifier? D'où proviennent les fonds nécessités par la scolarité obligatoire?

b) Sur combien d'années la scolarité obligatoire s'étend-elle? Quels niveaux englobe-t-elle? De quel âge à quel âge l'obligation scolaire existe-t-elle?

c) L'enseignement est-il gratuit pendant la totalité de la période couverte? Si tel n'est pas le cas, pendant combien de temps et/ou dans quelle mesure est-il gratuit?

d) Quel est le pourcentage des enfants d'âge scolaire qui peuvent bénéficier de la scolarité obligatoire, compte tenu des limites imposées par l'équipement, les effectifs d'enseignants, etc.? Quel est le pourcentage des enfants ayant commencé la scolarité obligatoire qui ne la poursuivent pas pendant le nombre d'années prescrit? Lorsque les enfants d'âge scolaire ne profitent pas tous des possibilités de scolarisation, quelles sont les principales raisons pour lesquelles ces enfants ne vont pas à l'école ou abandonnent l'école, par exemple éloignement de l'école ? parents n'ayant pas les moyens d'assumer les dépense d'habillement, de livres, etc. ? nécessité pour l'enfant en âge de scolarité de travailler pour assurer sa subsistance ou celle de sa famille?

e) Quelles sont les dispositions prises par les autorités pour que tous les enfants d'âge scolaire fréquentent l'école? Lorsque des facteurs géographiques et/ou économiques empêchent les enfants d'aller à l'école, quelles dispositions les autorités responsables prennent-elles pour y remédier afin de leur permettre de fréquenter l'école?

f) Quel est le pourcentage des enfants ayant terminé leur scolarité obligatoire qui poursuivent des études au niveau secondaire, professionnel ou technique ou des études d'autres types à plein temps? Quel est le pourcentage de ceux qui font un apprentissage formel?

g) La scolarité obligatoire telle qu'elle existe actuellement dans la pratique touche-t-elle également tous les groupes, par exemple les filles, les groupes minoritaires, les enfants des travailleurs migrants, les enfants handicapés?

PARTIE B - LES ASPIRATIONS SOCIALES

2. Objectifs déclarés de la scolarité obligatoire

Le deuxième aspect de la présente étude concerne les objectifs officiels de la scolarité obligatoire.

a) Où les objectifs de la scolarité obligatoire sont-ils définis ? dans une loi concernant l'éducation, dans des directives du Ministère de l'Education, dans des décisions de politique générale émanant des autorités centrales, provinciales ou locales, etc.?

b) Quels sont les objectifs officiellement déclarés de la scolarité obligatoire (en donner un bref résumé)? Si la scolarité obligatoire est prescrite par la législation des Etats ou des provinces plutôt que par la législation nationale, veuillez en résumer les principaux éléments communs.

c) S'il n'existe pas d'objectifs formellement définis, quels sont les buts généralement acceptés de la scolarité obligatoire?

d) Dans quelle mesure l'organisation nationale d'enseignants estime-t-elle que ces objectifs sont servis par le présent système ou qu'ils restent lettre morte?

e) Etant donné les problèmes économiques que rencontrent de nombreux pays et les difficultés qui en résultent lorsqu'ils veulent satisfaire tous les besoins et toutes les aspirations de leur population, l'institution de la scolarité obligatoire (ou sa prolongation) a-t-elle une haute priorité? Fait-elle l'objet d'une pression active de la part de groupes politiques et sociaux? Fait-elle l'objet d'une pression de la part de l'organisation nationale d'enseignants?

f) Sous quelle forme la scolarité obligatoire se présente-t-elle à l'école: programme d'études de type polyvalent ou système à filières ? programme uniforme ou programme établi au gré des élèves et/ou de leurs parents?

g) Dans quelle mesure le programme d'études correspondant à la scolarité obligatoire comporte-t-il une formation préprofessionnelle et/ou professionnelle? Jusqu'à quel point la priorité est-elle donnée à cette matière?

3. Critiques du système de scolarité obligatoire considéré ne répondant pas aux aspirations

Dans la plupart des cas, l'ensemble de la sociéte ou certains groupes sociaux ne sont pas pleinement satisfaits de l'enseignement dispensé au cours de la scolarité obligatoire.

Des critiques sont exprimées plus souvent que des objectifs ne sont définis, mais de par leur portée et de par leur nature, elles signifient que des aspirations ne se sont pas réalisées. Il est donc utile de savoir quelles sont les critiques et leurs origines et comment les autres secteurs de la société, en particulier la communauté éducative, y répondent.

a) Quelles sont les principals critiques couramment exprimées et quels en sont les auteurs: i) les autorités politiques; ii) les autorités éducatives; iii) le public par l'intermédiaire des media ou les media eux-mêmes; iv) les enseignant par l'intermédiaire de leurs organisations; v) les syndicats et les organisations patronales; vi) d'autres secteurs organisés de la société tels qu'organisations religieuses, associations bénévoles, organisations communautaires, etc.?

D'après l'expérience récente de la CMOPE, les grandes lignes des critiques généralement exprimées sont notamment les suivantes:

- le système est trop conçu en fonction des élèves ayant des capacités de déduction développées et ne tient pas suffisamment compte de ceux dont les talents sont de caractère intuitif ou manuel;

- la méthode qui consiste à mesurer le succès par voie d'examen avantage indûment les élèves ayant une psychologie particulière et défavorise ceux dont l'aptitude à s'exprimer par écrit est moins développée;

- une importance insuffisante est attachée aux matières fondamentales que ces critiques estiment essentielles à la poursuite du processus d'apprentissage, à savoir, la lecture, l'écriture et le calcul; il est fait trop de place à l'expression libre et au développement de la personnalité et il n'en est pas fait assez à l'acquisition des connaissances de base;

- le programme d'études est trop traditionnel; il n'est pas adapté aux besoins de la communauté et, par conséquent, est dépouvu de sens;

- le système est conçu de façon à servir les besoins de la classe dominante existante, ou de l'idéologie politique de l'heure; il ne concourt pas à la satisfaction des besoins de l'individu ni à la promotion du changement social;

- le système est une séquelle du colonialisme et n'a pas été réformé en fonction de la nouvelle société indépendante;

- le système n'a pas de rapport avec les besoins en main-d'oeuvre de la société de sorte que, d'une part, il produit des gens qui ne peuvent pas trouver du

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travail et que, d'autre part, il entrave le développement de la société du fait qu'il ne produit pas le personnel qualifié nécessaire (peut-être qualifié au sens professionel, mais aussi au sens social et/ou politique).

4. La réforme de l'enseignement, moyen de réaliser les aspirations

Adoptant un point de vue plus positif, il sera utile de connaître les propositions de réformes de l'enseignement en cours d'application ou sérieusement envisagées pour le proche avenir.

a) Quelles sont les réformes de l'enseignement donné pendant la scolarité obligatoire que les autorités éducatives mettent actuellement en pratique? Dans quelle mesure répondent-elles aux critiques fondamentales du système?

b) Quelles sont les réformes de l'enseignement que réclame la société par la voix des partis politiques, des mouvements religieux, des organisations communautaires, des employeurs, etc.?

c) Quelles sont les réformes fondamentales de l'enseignement que réclament les organisations nationales d'enseignants? (Indiquer en quoi elles modifient la structure du système d'enseignement plutôt que des détails précis.) Les organisations nationales d'enseignants qui ont adopté des déclarations définissant les objectifs qu'elles assignent à la scolarité obligatoire sont invitées à en communiquer le texte (en plusieurs exemplaires) avec leur rapport sur le thème.

d) Lorsqu'un système de scolarité obligatoire est effectivement appliqué et fonctionne de façon satisfaisante pendant une période assez longue (six à neuf ans), des pressions sont-elles exercées pour l'allonger au niveau de l'education de la petite enfance ? au niveau du groupe de 16 à 19 ans? Ces pressions sont-elles le fait des dirigeants politiques, des mouvements sociaux, des parents ou des organisations d'enseignants?

5. Les aspirations sociales de ceux qui ont bénéficié de la scolarité obligatoire

Les individus ou les secteurs de la société qui ont de la difficulté à définir les objectifs de l'ensiegnement obligatoire savent pourtant ce qu'ils attendent du "produit fini", c'est-à-dire de ceux qui ont fini leur scolarité obligatoire.

a) Quelles sont les aspirations des différents secteurs de votre société à l'égard de l'élève qui a terminé sa scolarité obligatoire? Il est bien évident qu'elles varieront dans une large mesure selon que la scolarité obligatoire sera ou non la phase terminale ne débouchant sur aucune autre sorte d'enseignement formel. Dans la présentation du thème de 1977 à l'Assemblée des délégués de Washington en 1976, le Secrétaire général a énuméré cinq éléments qui lui semblaient figurer, à des degrés différents, parmi les finalités essentielles de

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l'enseignement en relevant que d'autres pourraient encore être ajoutés à cette liste:

1. former de bons citoyens, en reconnaissant tout ce qui en découle sur le plan de l'interprétation nationaliste, de la coercition politique et de l'aspiration internationale;

2. rendre capable de travailler et de gagner sa vie, en reconnaissant les priorités différentes accordées à ce droit selon les systèmes politiques différents et le risque de conflit avec le droit à la liberté d'expression;

3. faire apprécier les valeurs morales et les faire respecter, en reconnaissant l'universalité de l'honnêteté, de la vérité et de la justice et le potentiel d'intolérance que peuvent recéler des interprétations officielles de ces valeurs par les institutions;

4. donner à chaque individu la capacité de se protéger soi-même, en reconnaissant l'impuissance de chaque individu à y parvenir s'il ne collabore pas avec ses concitoyens pour chercher des solutions collectives avant qu'une crise n'impose une action commune;

5. dispenser les rudiments de l'instruction et donner accès au développement culturel, en reconnaissant que l'alphabétisation en soi n'a que peu de valeur si la possibilité de participer au développement culturel de la société n'est pas accordée librement, hors de toutes contraintes politiques.

b) Quelles sont, parmi ces cinq questions, celles que vous supprimeriez ou auxquelles vous attacheriez peu de poids?

c) Quels autres éléments essentiels voudriez-vous ajouter?

d) Etant donné que la durée de la scolarité obligatoire est limitée dans de nombreux pays à huit, six ou même quatre années, quelles sont les principales aspirations de la société dans les pays où cette limite existe?

6. Les aspirations sociales par rapport aux possibilités pratiques

Il est inévitable que les aspirations seront grandes dans tous les cas, mais que, dans de nombreux cas, elles seront excessives. Comment faut-il alors rattacher les aspirations sociales aux possibilités de la scolarité obligatoire? Cette question n'est pas d'une importance primordiale pour la présente étude, qui est conçue davantage dans le but d'obtenir une définition des aspirations sociales; mais il est évident que si les aspirations sont trop éloignées de la réalité, il existera une situation explosive telle que les enseignants seront aisément critiqués pour n'être pas parvenus à les réaliser.

a) Jusqu'à quel point a) les partisans de la réforme et/ou

b) les critiques de la pratique actuelle sont-ils conscients des limites naturelles de ce que peuvent réaliser les établissements scolaires dans le cadre des contraintes existantes, à savoir le temps dont disposent les maîtres, l'effectif des classes, les niveaux de formation initiale, les moyens de formation en cours d'emploi, les bâtiments, les traitements, etc.?

b) Quels sont les moyens employés pour faire connaître ces contraintes (et le danger qui en découle) au grand public par i) les pouvoirs politiques, ii) les autorités éducatives, iii) les organisations d'enseignants, iv) d'autres organismes.

Des mouvements de divers types voient dans l'enseignement la réponse aux problèmes qu'ils cherchent à résoudre, environnement, démographie, développement, etc.

c) Jusqu'à quel point ces mouvements exercent-ils une influence sur l'orientation des programmes scolaires? Jusqu'à quel point font-ils preuve de réalisme dans leurs idées concernant ce que l'école est capable de faire?

7. Aspirations internationales

Les aspirations sociales peuvent être de nature nationale ou internationale. Dans un monde dont l'interdépendance ne cesse de croître, nous constatons que des recommandations internationales de plus en plus nombreuses réclament, par exemple, que tous les systèmes sociaux fassent enseigner, pendant la scolarité obligatoire, les éléments essentiels des droits de l'homme, le respect d'autrui, la justice sociale pour tous, la compréhension internationale. Dans le même temps, nous constatons que tous les pays nouvellement indépendants réclament un caractère véritablement national.

a) Jusqu'à quel point est-il justifié d'attendre que les systèmes de scolarité obligatoire des divers pays comportent ces éléments internationaux essentiels?

b) Les organisations d'enseignants devraient-elles s'efforcer d'établir une liste de priorité concernant les éléments internationaux essentiels qu'il faudrait promouvoir pendant la scolarité obligatoire, puis essayer de les implanter dans leurs systèmes nationaux respectifs?

c) Dans quelle mesure les efforts visant à promouvoir ces finalités internationales seraient-ils envisagés comme complétant les finalités nationales ou étant en conflit avec elles?

d) Les aspirations internationales devraient-elles constituer le dénominateur commun des finalités nationales ou devraient-elles avoir leur propre valeur intrinsèque?

ENCUESTA SOBRE EL TEMA DE 1977

ENSEÑANZA OBLIGATORIA: ASPIRACIONES SOCIALES

Parte A: ENSEÑANZA OBLIGATORIA

1. Información relativa al alcance de la enseñanza obligatoria

El tema de estudio de 1977 se refiere especialmente a la enseñanza obligatoria. Es pues deseable tener, en primer lugar, una idea general del alcance del período de la enseñanza obligatoria en cada país y colocarla en perspectiva con respecto al sistema general de asistencia escolar.

a) En el caso de que se exija una enseñanza escolar obligatoria ¿quién la facilita? ¿El gobierno nacional, el estatal o provincial o el municipio? ¿Es un sistema de educación íntegramente público, o un sistema escolar mixto público y privado? Sea el que fuere, ¿se considera como la mejor solución o como una necesidad práctica que habrá de modificarse en lo futuro? ¿Cómo se facilitan los recursos financieros necesarios para proporcionar la enseñanza obligatoria?

b) ¿Cuántos años de escolaridad comprende la enseñanza obligatoria? ¿Qué fases educativas abarca? ¿Entre qué edades se exige?

c) ¿Se facilita gratis la enseñanza (instrucción) durante todo el período? En caso negativo, ¿por qué período y hasta qué edad?

d) ¿Qué porcentaje de niños de edad escolar benefician de la enseñanza "obligatoria", habida cuenta de la limitación de locales y servicios, maestros, etc.? ¿Qué porcentaje de niños que empieza la enseñanza obligatoria no acaba los años prescritos? En el caso en que todos los niños de edad escolar no utilicen las instalaciones y servicios, ¿cuáles son los principales motivos para que no asistan a la escuela pública o la abandonen? ¿La distancia? ¿La falta de recursos económicos de los padres para comprarles vestidos, libros, etc.? ¿La necesidad de que trabajen para ayudar a sus familias?

e) ¿Qué método han adoptado las autoridades para cerciorarse de que todos los niños en edad escolar van a la escuela, y para facilitar su asistencia cuando factores económicos o geográficos lo impiden? Qué disposiciones han tomado las autoridades competentes para contrarrestar tales factores?

f) ¿Qué porcentaje de alumnos que terminan la escolaridad obligatoria entran en la segunda enseñanza o siguen una educación profesional o de otro tipo? ¿Cuántos siguen un aprendizaje?

g) Las instalaciones y servicios disponibles para la enseñanza obligatoria ¿están en la práctica igualmente abiertos para todos los grupos, sean niños o niñas, grupos minoritarios, hijos de trabajadores migrantes o niños con alguna deficiencia?

Parte B: ASPIRACIONES SOCIALES

2. Objetivos declarados de la enseñanza obligatoria

El segundo aspecto del estudio se refiere a los objetivos oficiales que la enseñanza obligatoria proporciona.

a) ¿Dónde se definen los objetivos de la enseñanza obligatoria? ¿Es una ley de educación, una orden del Ministerio de Educación o es una decisión de política del Estado, provincia o municipio?

b) ¿Cuáles son -resumidos- los objetidos oficiales declarados de la enseñanza obligatoria? Si son los Estados, provincias o regiones los que exigen la enseñanza obligatoria y no las leyes nacionales, resúmanse las principales denominaciones comunes.

c) En el caso de que no existan objetivos oficiales definidos ¿cuáles son en general los objetivos aceptados de la enseñanza obligatoria?

d) ¿Hasta qué punto creen las organizaciones nacionales de enseñantes que el sistema vigente sirve esos objetivos o que se trata de "papel mojado"?

e) Dados los problemas económicos con que tropiezan muchos países y las consiguientes dificultades para atender a todas las necesidades y deseos de la población, ¿no da alta prioridad a la facilitación (o ampliación) de la enseñanza obligatoria? ¿Presionan activamente en su favor los grupos sociales y políticos? ¿Y las organizaciones nacionales de enseñantes?

f) ¿Qué forma adopta la enseñanza obligatoria en la escuela: un programa escolar general y "polivalente" o un sistema de "selección" según las aptitudes del alumno? ¿Un programa uniforme o un sistema con posibilidades de elección por parte de los alumnos o de sus padres?

g) ¿En qué medida comprende la enseñanza escolar obligatoria una formación profesional o preprofesional? ¿En qué grado se da prioridad a esta cuestión?

3. Críticas del sistema de enseñanza obligatoria por no llenar las aspiraciones

En la mayoría de los casos, la sociedad en general o en parte no está plenamente satisfecha con la educación proporcionada durante el período de escolaridad obligatoria.

Las críticas son más frecuentes que la definición de objetivos, pero su alcance y naturaleza suponen unas aspiraciones insatisfechas. Por lo tanto es útil conocerlas y saber su origen, y también como responden los demás sectores de la sociedad, especialmente el sector de la enseñanza.

a) ¿Cuáles son las críticas principales que se oyen comunmente y de quién vienen: 1) de las autoridades políticas; 2) docentes; 3) del público a través de los medios de difusión o por parte de éstos; 4) de los enseñantes, por medio de sus organizaciones; 5) de los sindicatos y organismos empresariales; 6) de otros sectores organizados, como las organizaciones religiosas, sociedades benéficas, asociaciones comunotarias, etc.?

En general, entre los ejemplos más corrientes de críticas que últimamente se han hecho, según experiencia de la CMOPE figuran:

- el sistema gira demasiado alrededor de los alumnos de capacidad deductiva desarrollada y no tiene suficientemente en cuenta a aquellos cuyo talento es más bien intuitivo o manual;
- el método seguido para medir el éxito mediante exámenes proporciona ventajas indebidas a determinados alumnos dada su psicología, e inconvenientes a aquellos que tienen menos facilidad para expresarse por escrito;

- no se presta suficiente atención a las materias "básicas", que quienes hacen la crítica consideran indispensables para toda enseñanza posterior, como son la lectura, escritura, aritmética, etc., y se presta demasiada a la manifestación libre de la idiosincrasia del individuo y al desarrollo de su personalidad, y no la suficiente a la adquisición de conocimientos fundamentales;

- el programa escolar es demasiado tradicional y no se ajusta a las necesidades de la comunidad, y por consiguiente carece de significado;

- el sistema está concebido con miras a las exigencias de la clase dominante actual - o a la ideología política actual - y no se ajusta a las necesidades individuales ni sirve para promover el cambio social;

- el sistema es una "escuela" de la época colonial y no se ha modificado para atender a la nueva sociedad independiente;

- el sistema no está en consonancia con las exigencias laborales de la sociedad, y por una parte prepara individuos incapaces de conseguir trabajo, y por otra dificulta la evolución de la sociedad al fallar la preparación del personal capacitado necesario (no sólo en el aspecto profesional, sino en su faceta social o política, o en ambos).

4. Reforma docente para llenar las aspiraciones

Si miramos el lado positivo, será útil conocer las propuestas de reforma docente que se están llevando a la práctica o que se están estudiando a fondo para el próximo futuro.

a) ¿Qué reformas docentes están llevando a la práctica las autoridades competentes con respecto al período de enseñanza obligatoria? ¿En qué medida hacen frente a la crítica fundamental del sistema?

b) ¿Qué reformas docentes anhela la sociedad, conforme a los criterios de los partidos políticos, movimientos religiosos, asociaciones comunotarias, empresas, etc.?

c) ¿Qué reformas docentes fundamentales desean las organizaciones nacionales de enseñantes (con respecto al sistema educativo más que a los detalles particulares)? Se solicita de las organizaciones nacionales de enseñantes que han aprobado declaraciones sobre los objetivos que ha de alcanzar la enseñanza obligatoria que presenten ejemplares de las mismas con su informe nacional sobre el tema.

d) En el caso de que el sistema de enseñanza obligatoria funcione con eficacia y se hayan tomado disposiciones por un período prolongado (de seis a nueve años), ¿se trabaja en pro de una prolongación del período de enseñanza obligatoria? Y en ese caso, ¿en qué dirección? ¿hacia el nivel preescolar o para el grupo de 16 a 19 años? ¿De dónde proviene esa actividad, de los jefes políticos, de los movimientos sociales, de los padres o las organizaciones del sector docente?

5. Aspiraciones sociales del "efectivo" del sistema de enseñanza obligatoria.

Inclusive las personas o sectores de la sociedad que no aciertan a definir los objetivos del período de enseñanza obligatoria saben lo que esperan de quienes lo han terminado.

a) ¿Qué esperan los distintos sectores de la sociedad del estudiante que ha terminado el período prescrito de enseñanza obligatoria? Naturalmente, depende en gran medida de que el período obligatorio sea definitivo y no se prevea una continuación de la enseñanza. Al presentar el tema de 1977 a la Asamblea de Washington de 1976, el Secretario General enumeró cinco elementos que, a su juicio, son aspiraciones en diversos grados e indicó que la lista admite más puntos.

1) Formar buenos ciudadanos: reconociendo lo que ello supone en términos de interpretación nacionalista, coerción política, aspiración internacional.

2) Poder trabajar y ganarse la vida: reconociendo las diferentes prioridades dadas a este derecho en los distintos sistemas políticos y su posible pugna con el derecho a la libertad de expresión.

3) Comprender los valores morales y respetarlos: reconociendo la universalidad del honor, la verdad y la justicia, y la posible intolerancia de las interpretaciones oficiales de tales valores.

4) Capacitar a cada persona para su propia defensa: reconociendo la impotencia del hombre cuando no es capaz de colaborar con los demás hombres para encontrar soluciones colectivas antes de que la crisis le obligue a una acción común.

5) Saber leer y escribir y tener acceso al desarrollo cultural: reconociendo que saber leer y escribir tiene poco valor en sí, a menos que el potencial de participación en el desarrollo cultural de la sociedad sea libre y sin restricciones políticas.

b) ¿Qué punto, de los cinco, omitirían ustedes o considerarían casi superfluo?

c) ¿Qué elementos esenciales querrían añadir?

d) Considerando que los años de enseñanza obligatoria se limitan en muchos países a ocho, seis e incluso cuatro años, ¿cuáles son las aspiraciones más importantes de la sociedad donde existen tales limitaciones?

6. Las aspiraciones sociales en relación con las posibilidades prácticas.

Es inevitable que en todos los casos las aspiraciones sean grandes, y en muchos excesivas. En ese caso, ¿cómo relacionar las aspiraciones sociales con las posibilidades que ofrece el período de enseñanza obligatoria? Este no es un rasgo principal del estudio que nos ocupa, que está más bien concebido según la naturaleza de una definición de las aspiraciones sociales. No hay duda sin embargo que si éstas distan mucho de la realidad, la situación será explosiva y el maestro de inmediato objeto de crítica por no llenar esas aspiraciones.

a) ¿En qué medida conocen a) los postulantes de cambios, o b) los críticos del sistema vigente, o ambos, las limitaciones naturales de lo que puede lograr la escuela, habida cuenta de las restricciones existentes: tiempo de los enseñantes, número de alumnos por clase, niveles de formación inicial, facilidades para la formación en el ejercicio, locales, sueldos, etc.

b) ¿Qué hace para que el público conozca tales limitaciones (y el peligro inherente) 1) el poder público, 2) las autoridades docentes, 3) las organizaciones de enseñantes, 4) otros organismos?

Conforme a la opinión de diversos movimientos, la educación es la respuesta a los problemas que tratan de resolver en cuestión de medio ambiente, población, desarrollo, etc.

c) ¿En qué medida influyen tales movimientos en la modificación de los programas escolares? ¿Qué realismo tienen sus ideas en cuanto a las posibilidades de la escuela?

7. Aspiraciones internacionales.

Las aspiraciones sociales pueden ser nacionales o internacionales. En un mundo cada vez más interdependiente encontramos que cada día aumenta el número de recomendaciones internacionales que insten, por ejemplo, a que todos los sistemas sociales incluyan en su enseñanza obligatoria los elementos fundamentales de los derechos humanos, el respeto a los demás, la justicia social para todos y el entendimiento internacional. Simultáneamente vemos que aumenta la demanda para que tenga carácter verdaderamente nacional en todos los países recién independizados.

a) ¿De qué forma se justifica la aspiración de que los sistemas nacionales de enseñanza obligatoria abarquen esos elementos internacionales esenciales?

b) ¿Convendría que las organizaciones de enseñantes preparen una lista de prioridades de los elementos internacionales esenciales con miras a su inclusión en la enseñanza obligatoria y que después traten de implantarlos en sus respectivos sistemas nacionales?

c) ¿En qué medida cabe considerar que las actividades para promover tales miras internacionales complementarían los objetivos nacionales o estarían en pugna con ellos?

d) ¿Deben ser las aspiraciones internacionales un reflejo del común denominador de los objetivos nacionales o tienen su propio valor inherente?

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AUSTRIA

Verband der Professoren Österreichs (V d P Ö)

PART A - COMPULSORY EDUCATION

1. Information regarding the scope of compulsory education

a) The compulsory school education is provided by the national government. It is a mixed public and private school system, considered to be the best solution. Financial resources are provided by the state (staff), respectively by the provincial governments and local authorities (buildings, equipment).

b) Nine years (6-15) of school are covered by compulsory education.

c) Education for this full period is provided free.

d) Able to benefit: 100% -- all children have to complete the prescribed number of years.

e) The police. There are school buses.

f) 1975/1976: 92.6%.

g) The facilities are open equally in practice to all groups named here.

PART B - SOCIAL EXPECTATIONS

2. Declared objectives of compulsory education

a) The objectives of compulsory education are defined in an Education Act and in directives from the Ministry of Education.

b) & c) These objectives are: education of the individual character, introduction into social life, basic knowledge, sporting.

d) We believe that these objectives are being served.

e) There is a certain priority; "high" priority is handicapped at the moment by economic problems.

f) There is a "streaming system". Pilot schools for a "comprehensive" form in the 5th - 9th stage.

g) There is a pre-vocational training in the 9th stage.

3. Criticism of compulsory education system seen as non-fulfilment of expectations

There are no principal criticisms commonly voiced.

4. Educational reform to fulfil expectations

a) The following educational reforms in the compulsory education period are currently being put into practice: early modern languages (beginning with the 3rd stage), comprehensive form 5th to 9th stage; integration of handicapped children into the normal classes if possible.

b)
/ No observations.
d)

5. Social expectations of the "output" of the compulsory education system

a) All five suggestions to be accepted.

b)
/ No comments.
d)

6. Social expectations related to practical possibilities

b) & c) There are the school planning groups of political parties within the parliament, there are publications and negotiations of the teachers' organisations; open discussion about the problems; statements by the religious authorities too. Realistic programmes are going on step by step.

7. International expectations

We are in favour of the international recommendations proposed in nr. 7; the efficacy depends on the international relations, respectively on the common political situation over all the world; nevertheless those expectations have their own inherent value.

BANGLADESH

Bangladesh College Teachers' Association

Viewed from a conceptual viewpoint, education aims at certain universal and human qualities among the learners. Pragmatically, education aims at responding to the changing needs of the society, the teachers as well as the learners. Education should focus on the capacity to understand, to reason and to draw conclusions. Education is the media through which one can express one's inner self, inner potential qualities.

Empirical studies show that the aims of education in the context of Bangladesh has been a failure. The main reason is education even at the primary level could not reach the target segment of our population who inhabit approximately 64,000 of our villages. Our present Government is investing increasingly larger amounts on education, specially at the primary and secondary levels. Our Government has taken the primary education under its own control and all the secondary schools (both boys and girls) at Thana level, which are about 750 in number, are taken under an uplift scheme. It is a bold step for a poor country like Bangladesh. It will bring good results in future but for the present not more than 22% male and 13% female of our 78 million population have entrance to schools. Again the percentage of dropouts is rather very high after a few years of primary education. In our opinion this is the general situation in underdeveloped countries in Asia, Africa, and Latin America.

In view of the alarming situation compulsory education should be introduced at the primary level for the present, so that all the boys and girls between the age group of 5 to 10 years can at least learn hard core subjects (i.e. reading, writing and simple arithmetic). Of course from the very beginning the children should be helped for development of both of their mental and physical capabilities. And from the very beginning the education system and subjects should be designed to help them in their future practical life with a goal to make them good citizens.

Introducing compulsory education should be phased out, particularly in underdeveloped and developing countries. In the context of our country the present system can be divided into: Primary stage for five year. From sixth class to class ten is secondary stage for another five years. Higher secondary is the third stage which covers two years and then the fourth stage is for Bachelor Degree, professional education like medical and engineering and higher education. In our country higher secondary and B.A./B.Sc./B.Com. courses are generally taught in general colleges. Specialised courses are taught in agriculture, engineering, medical colleges and universities.

Our suggestion is to make education compulsory up to primary level immediately with a goal to bring secondary education under this scheme. To achieve this goal education up to this stage must be free. We believe that compulsory education scheme will fail if it is not made free particularly in poor countries.

Bangladesh National Education Commission in 1974 recommended to make primary education up to class V compulsory by 1980 and up to class VIII by 1983. This Commission recommended in all eight years compulsory education. The Bangladesh Government has already nationalised the primary education in our country and made it tuition free. The new step by the Government has brought uniformity in the primary education. But still there are privately managed institutions styled as kindergarten schools. These schools are catering to primary level students coming from higher middle class urbanised families. Not only the tuition fees charged are very high in these schools and the standard of education imparted is also quite different from that of the other primary schools. These exclusive institutions imparting higher standard of education to the economically more privileged boys and girls widen the gap between the more privileged and the less privileged economic classes, sowing the seeds of strife among different classes of the society. For the sake of establishing justice and equal opportunities for all, this dual system should go. And a uniform educational system capable of fulfilling the needs of all classes of people both rural and urban, more privileged and less privileged should be introduced.

In the secondary and higher secondary level more than 80% of the institutions catering to the vast majority of the total students are privately managed. Due to limited financial resources the privately managed institutions are ill equipped, without necessary libraries, laboratories and adequate strength of teaching staff. Financial grants made by the Government are also very meagre. This creates a discrepancy between the teaching standard and the performance of the students in the public examinations. If, however, education is nationalised up to college level and free up to secondary level this discrepancy will substantially vanish leading to the establishment of a just educational system.

Coming to the question of formulating a general policy for the kind of compulsory education that should be imparted, the following features which would fulfill to some extent the national and social expectation must be remembered:

(a) Compulsory education should be related to goals and aspirations of culture and tradition of the country.
(b) Experience related to their life should be taken into account and for their realisation and actualisation special education should be arranged.
(c) Compulsory education should uplift the level of living of a family.
(d) Special regional and local needs should be taken into consideration for designing compulsory education for different groups.
(e) Compulsory moral education (religious) should also be imparted at the primary level in order to arrest the tendency towards declining moral and ethical values.

These suggestions are made in the light of the criticism directed against the present educational system prevailing in Bangladesh. It has been voiced by various groups such as guardians, associations of teachers, students ,community, religious leaders, educational experts on different occasions through newspaper columns, radio and television talks, seminars and symposia, that this traditional educational system does not relate to the manpower needs of the society and creates on the one hand a pool of educated unemployed, potentially dangerous as fomentors of explosive social situation, and on the other hand, hampers the development of the society due to its failure to produce skilled personnel both in the vocation as well as social sense.

Secondly the system, it is said, is designed to serve the needs of the existing dominant class and not to promote the needed social change.

Thirdly, it is also said that the traditional school curriculum is too traditional to relate to real needs of the community.

Fourthly, the present system of examination gives undue advantage to a handful of students with well developed capacities of expressing themselves well.

Fifthly, this system does not put due emphasis on the hard core subject like reading, writing and arithmetic.

Lastly, this system has failed to instill in the young boys and girls the universal values such as social justice for all, respect for others, and international understanding.

In view of all these criticisms, which in our opinion are justified, our educational planners, while designing their programmes and developing curricula and syllabi for various groups of pupils at different levels, should remember the following factors also.

Since we live in an interdependent world, global cooperation and fostering of international understanding should also be included in the goals of education. National compulsory education should contain such basic elements as basic human rights, establishment of social justice and international understanding. These elements will complement rather than conflict with our national goals.

However, while making recommendation for restructuring the national educational system and introducing compulsory free education for the primary level during the first phase of the programme and extending it to secondary level during the next phase, we recommend compulsory education for the secondary level also, because at least ten years of continuous purposeful quality education should be imparted to the boys and girls to make them useful and worthy citizens a nation can be proud of. We need not forget limitations of the available resources to finance such a project domestically. Since the educational projects have to compete with other development projects for the meagre resources available for financing them, and since limitations on availability of resources have been imposed by national priorities, sometimes we, of necessity, have to adopt a strategy of "go slow" in implementing educational programmes. But failure to implement them has adversely affected the implementation of other nationall important programmes like population control, community health programmes, etc. retarding in its turn our national development.

It is indeed a fact that without community participation and use of local resources, it is impossible to make any headway in this direction. It is also a fact that even after the full mobilisation of domestic resources it is not possible for the national governments of the developing countries to shoulder a task of such magnitude. This task can, however, be successfully completed with the active co-operation and substantial financial assistance from the international community without which the national goal of achieving economic and social development and international goal of fostering global understanding will remain as elusive as ever.

BRASIL

Confederaçao dos Professôres do Brasil

PARTE A - ENSINO OBRIGATÓRIO

1 - Informações relativas ao alcance do Ensino Obrigatório

O Brasil é uma República Federativa constituída de 23 Estados, 4 Territórios Federais e um Distrito Federal. Os Estados e Territórios Federais estão divididos em municípios, variando em número segundo a extensão territorial, população e receita.

O número total de municípios, no Brasil, é de 3.956

O Sistema Educacional brasileiro é regulamentado pela Lei nº 5692, de 11 de agosto de 1971.

O Ensino no Brasil está estruturado em 3 graus: 1º grau ou ensino fundamental; 2º grau; 3º grau ou Superior. Nos 3 graus, o ensino é ministrado por escolas públicas e particulares.

A tendência do ensino oficial, mantido por escolas públicas, é de estar distribuido nas diferentes esferas administrativas: 1º grau, Município, 2º grau, Estado e 3º grau, União.

O ensino de 1º grau tem a duração de 8 anos de 1ª à 8ª série, é obrigatório para todos, dos 7 aos 14 anos, e gratuito nos estabelecimentos oficiais.

A receita pública está fortemente centralizada na União. Os impostos, que propiciam arrecadações mais vultuosas, são de competência desta.

De acordo com o que dispõe o Art. 59 no parágrafo único da Lei Federal nº 5692 de 11/08/71, o município é obrigado a destinar 20% da sua receita para o ensino de 1º grau.

O ensino de 1º grau, obrigatório dos 7 aos 14 anos e gratuito nas escolas oficiais, é mantido pelo poder público e pela iniciativa particular.

A reforma do Ensino no País, em seu Art. 41, estabelece:

Art. 41 - A educação constitui dever da União, dos Estados, do Distrito Federal, dos Territórios, dos Municípios, das empresas, da família e da comunidade em geral, que entrosarão recursos para promovê-la e incentivá-la.

Parágrafo único - Respondem, na forma da Lei, solidariamente com o Poder Público, pelo cumprimento do preceito constitucional da obrigatorie-

dade escolar, os pais ou responsáveis e os empregadores de toda natureza de que os mesmos sejam dependentes.

A iniciativa particular está assegurada no Art. 42 da mesma Lei.

Art. 42 - O ensino nos diferentes graus será ministrado pelos poderes públicos e, respeitadas as leis que o regulam, é livre à iniciativa particular.

O ensino obrigatório, no Brasil, é ministrado por escolas públicas e privadas. Este sistema misto, como vem se processando, pensamos ser o melhor. Contudo, faz-se necessário algumas medidas disciplinadoras de modo que os maiores compromissos não venham sempre recair sobre o município em razão da seus parcos recursos financeiros e humanos.

As 3 esferas administrativas, União, Estado e Município, concorrem para a manutenção do ensino obrigatório, embora a tendência seja de que isto venha a recair somente sobre o município.

Atualmente a União concorre mais com verbas para a construção de prédios escolares para o funcionamento do ensino de 1º grau. Nas escolas particulares, a União concorre com amparo financeiro, nos termos do Art. 45 e parágrafo único, da Lei Federal nº 5692/71. Os Estados e os municípios têm a seu encargo construções e manutenção de prédios escolares, bem como o pagamento dos professores.

As verbas destinadas à educação são oriundas das receitas normais das diferentes esferas administrativas. A União, porém, tem, além das receitas normais, uma específica chamada salário educação (Lei 4.440) que é uma espécie de imposto incidente sobre as empresas com mais de 100 empregados, recolhido à base de 2,5% do total da folha de recolhimento.

É facultado às empresas, a manutenção de suas próprias escolas.

Nos estabelecimentos particulares, mesmo dentro da faixa etária obrigatoria o aluno paga seus estudos. No 2º grau o ensino, tanto na escola pública como na particular é gratuito para quantos demonstrarem falta ou insuficiência de recursos.

Há 2 aspectos que merecem destaque. O 1º é o da chamada taxa escolar. É uma contribuição mensal dos pais à escola pública, por aluno, de acordo com as condições sócio-econômicas da família, recolhida pelos círculos de Pais e Professores, instituição comunitária de apoio à escola.

O 2º aspecto é a compra de vagas. O Poder Público, por não dispor de vagas suficientes em suas escolas, compra vagas, junto às escolas particulares, que são destinadas aos alunos carentes.

Em 1964, 53,08% das crianças em idade escolar obrigatória freqüentavam escolas. Este percentual evoluiu para 56,76% em 1969; 71,17% em 1971; 81,22% em 1974 que é o último dado disponível.

As grandes dificuldades encontradas para levar à escola todas as crianças em idade escolar obrigatória são:

O Brasil é um país de grande dimensão geográfica. Grande parte de sua população está concentrada numa faixa próxima ao Oceano Atlântico. Isso determina que, principalmente no interior, dada a baixa densidade demográfica haja dificuldade em reunir os alunos nas escolas.

Além disso não há professores qualificados para atender as necessidades do ensino bem como os serviços oferecidos são insuficientes para a demanda.

A cada 1.000 crianças que iniciam o ensino de 1º grau, apenas 97 concluem, no entanto, a cada 101 alunos que ingressam na 1ª série do 2º grau, 68 o concluem. Esta evasão decorre de fatores diversos: distância, principalmente no interior do país e nas zonas rurais; falta de recursos econômicos para compra de vestuário, livros, deslocamento; necessidade de trabalho, concorrendo para constituição da renda familiar e para sua auto manutenção. Registre-se que a Lei do Ensino prevê o ensino obrigatório dos 7 aos 14 anos, enquanto a Constituição Federal permite, oficialmente, o trabalho a contar dos 12 anos de idade. (Art. 165)

O Art. 20 em seu parágrafo único da Lei Federal nº 5692/71 rezam:

Art. 20 - O ensino de 1º grau será obrigatório dos 7 aos 14 anos, cabendo aos Municípios promoverem, anualmente, o levantamento da população que alcance a idade escolar e proceder à sua chamada para matrícula.

Parágrafo único - Nos Estados, no Distrito Federal, nos Territórios e nos Municípios, deverá a administração do ensino fiscalizar o cumprimento da obrigatoriedade escolar e incentivar a freqüência dos alunos.

O amparo às crianças de situação sócio-econômica precária tem estado mais presente do que a fiscalização para o cumprimento da obrigatoriedade escolar.

Com a reforma do ensino, implantação desde 1971, o ensino de 2º grau prevê, na parte de Formação Especial do Currículo a "Habilitação Profissional". (Art. 5º, parágrafo 2º, letra A).

Assim, há a previsão de que todo aluno egresso do ensino de 2º grau tenha parte de seus estudos voltada para a qualificação para o trabalho.

As instituições escolares disponíveis estão igualmente abertas a todos, sem qualquer discriminação. Contudo, a escola oficial volta-se mais para o atendimento dos alunos economicamente carentes.

PARTE B - ASPIRAÇÕES SOCIAIS

2 - Objetivos declarados do Ensino Obrigatório

Os objetivos do ensino obrigatorio no Brasil encontram-se definidos na Lei nº 5692, de 11 de agosto de 1971.

Esta Lei, ao regulamentar o Art. 176, § 3, inciso II da Constituição do País, estabelece de forma ampla, flexível e ao mesmo tempo articulada, os critérios e as perspectivas que a nível federal, estadual e municipal devem desencadear todo o processo educacional, quer por parte do Poder Público, quer por parte da iniciativa particular, respeitadas as Leis que regem o ensino.

O objetivo geral do ensino obrigatório, expresso na Lei acima citada, propõe, em caráter prioritário, "proporcionar ao educando a reformação necessária ao desenvolvimento de suas potencialidades como elemento de auto-realização, qualificação para o trabalho e preparo para o exercício da cidadania".

Esta Lei é fruto de uma evolução que atenta para as modificações registradas em todos os demais setores da vida nacional.

A Lei 5692/71 comprova que as renovações pedagógicas não são causas: são efeito de causas econômicas, sociais e culturais. O maior desenvolvimento do País e o surgimento de novos valores ou formas de vida, numa época dominada pela ciência e pelos meios de comunicação de massa, geraram o fenômeno da explosão escolar com o aparecimento de um tipo de aluno que já não reage favoravelmente aos velhos esquemas.

A idéia de atualização e expansão perpassa por todo o texto da Lei, o que lhe dá o caráter eminentemente dinâmico por força do qual, longe de significar a mera substituição de um diploma legal por outro, propõe a idéia dominante da organização de sistemas escolares sob critérios que lhes permitam atualizar-se ou reformar-se constantemente para refletir, no quadro de uma Educação erigida em Lei Nacional, as tendências e necessidades de cada momento e de cada comunidade.

Outra idéia fundamental que oportuniza a obtenção do objetivo que a Lei se propõe é a da integração: a reunião do que é comum, enseja maior liberdade para diversificação do que é ou deve ser diferente, pois, a unidade do conjunto está previamente assegurada.

Essa integração processou-se em sentido vertical, oportunizando a fusão de escola primária e secundária num só ensino de 1º grau, com oito anos de duração e de caráter compulsório; levando-se, porém, em consideração o amadurecimento cada vez mais precoce da criança e o aproveitamento máximo das potencialidades institucionais e individuais, pode o início da escolarização ser antecipado.

Outrossim, foi feita a junção dos então até chamados ramos de escolas num so ensino de 2º grau.

O maior problema talvez até aqui enfrentado pelas Organizações de Ensino e pelos próprios Docentes, na implantação da Lei 5692/71 em suas reais implicações, não diz respeito propriamente a uma "descrença" na validade de seus objetivos, mas radica antes num despreparo para a sua compreensão e incorporação dentro de um novo sistema.

Mais que uma reforma, a Lei sugere uma nova concepção de escola, o que implica num desafio a todos aqueles que se sentem comprometidos com a Educação, num País de proporções continentais, como é o Brasil, em que praticamente todos os estágios de desenvolvimento educacional podem ser encontrados.

O desenvolvimento dessa concepção exige um amadurecimento progressivo e uma implantação flexível, como prevê a sistemática apontada na própria Lei, de modo a que em cada sistema, um planejamento especial seja levado a disciplinar essa progressividade conforme os dados concretos de sua própria realidade.

Desenvolve-se, gradativamente, nas escolas, o sentido de uma educação comunitária, em que a participação, a codecisão e a integração escola-família leva, aos poucos, a uma maior consciência de responsabilidade de cada um na manutenção e no amadurecimento de um sistema educacional vigente.

A intenção presente na legislação que dá rumo ao ensino obrigatório no Brasil é acompanhar, com a flexibilidade, o amadurecimento natural do aluno.

No 1º grau, quando se mostra menos estável esse amadurecimento, prescreve-se mais uniformidade na escolarização, visando a uma constância de ritmo e a uma regularidade de convívio que facilitam e sedimentam a aprendizagem. Isto não implica, evidentemente, em rigidez, porque também nesta faixa é preciso levar em conta as diferenças individuais.

No que toca, particularmente, ao ensino de 1º grau, é preciso ter presente que não se trata apenas de uma superposição do secundário ao pri mário, e sim - repetimos - de uma verdadeira integração. Eis porque, em nenhum dispositivo da Lei se falou ou se admitiu qualquer previsão de ciclos ou etapas que simplesmente restabeleceriam, sob novas designações, esquemas já superados.

A Lei prevê, portanto, um acentuado gradualismo em sua fundamental unidade - evoluindo da maior para a menor globalização e do mestre único para o de amplas áreas de estudo.

À formação dessa fase é atribuído um sentido de sondagem de aptidões e iniciação para o trabalho pois seria prematuro cogitar de especialização profissional onde, a rigor, ainda não existem aptidões plenamente caracterizadas a cultivar.

O lema é: "Para alunos diferentes, estudos diferentes".

Outros detalhes são objeto de atenção por parte do legislador, como: os casos especiais - alunos mais rápidos - menos rápidos - alunos carentes de educação especial - alunos super-dotados, etc., o sentido da recuperação, o aproveitamento das chamadas horas de estudo, e assim por diante, inovações estas que ratificam o que anteriormente foi dito: "Não se trata apenas de uma reforma, mas, antes de uma nova concepção de escola".

Quanto à participação dos pais na escolha, é ainda incipiente, uma vez que apenas se esboçam, com mais acentuada força, nas chamadas escolas particulares, aquilo que poderíamos chamar de aprendizagem por parte da família, no processo da Educação em comum, que as Escolas gradativamente se capacitam em oferecer.

A ordenação do Currículo é feita por séries anuais de disciplinas ou áreas de estudo organizadas de forma a permitir, conforme o plano e as possibilidades de cada Estabelecimento, a inclusão de opções que atendam às diferenças individuais dos alunos e, no ensino de 2º grau, ensejem variedade de habilitações.

Ao fim do 1º grau está prevista alguma terminalidade na escolarização construída, já que aí deve situar-se, ainda por muitos anos, o fim dos estudos verdadeiramente comuns do homem brasileiro. Assim, é dada à formação desta 1ª fase, um sentido de sondagem de aptidões e iniciação para o trabalho. (Art. 5º - § 2º, a). Baixa-se, assim a terminalidade real até ao nível da série realmente alcançada pela gratuidade (Art. 5º, §2, b), proporcionando a essa altura uma formação já dirigida ao trabalho.

Isso permitiu que se estabelecesse, em Lei, o ensino de 2º grau, partindo de que todos, num País como o Brasil, devem chegar à idade adulta com algum preparo para o trabalho. Trata-se de construir o ensino sobre uma base de estudos gerais e comuns, que se abre num leque de tantas habilitações, dentre as suscetíveis de desenvolvimento a esse nível, quantas sejam reclamadas pelo mercado de trabalho.

3 - Crítica do sistema de Ensino Obrigatório por não atender as aspirações

O ensino de 1º grau vem passando por uma fase de reforma, desde a instituição da Lei 5692/71.

A partir das normas aí estabelecidas, as reformas previstas para a educação vêm se processando numa fase gradativa de implantação até o presente momento e deverá perdurar ainda, até além de 1980.

Essa reforma é resultante de uma inquietação e insatisfação generalizadas, face ao divórcio entre a educação e a realidade nacional. Com a reforma, vem a tentativa de aproximação e integração da escola num sistema geral de desenvolvimento do país. Assim, a reforma volta-se, também, para a sondagem de aptidões, iniciação para o trabalho e habilidades profissionais.

Há dificuldades gigantescas para vencer essa implantação, mas parece haver uma crença geral de que os objetivos da reforma, teoricamente, interpretam um anseio nacional.

O Brasil, elegendo a educação como meta prioritária, embora de fato nem sempre assim se traduza, parece alentar as esperanças do povo que vê na educação um meio para a realização e promoção da pessoa humana e da efetivação da Justiça Social. Dar conteúdo a essa aspiração e às normas legais, por falta de recursos financeiros, humanos e técnicos é o grande desafio.

A educação, no Brasil, está, pois, em profunda mudança. Há uma vigilância e atuação dioturnas das organizações de classes magisteriais no sentido de que esta mudança se processe visando a atender as necessidades do desenvolvimento - a profissionalização, sem perder de vista a formação humanística, tem como fator fundamental a valorização do professor - sua melhor habilitação e maior remuneração.

4 - Reforma docente para atingir as aspirações

A reforma docente que vem sendo realizada não está ainda consoante às exigências imediatas do sistema de ensino ora em implantação.

Não se tem atendido totalmente as determinações da Legislação específica. Bem antes da homologação da Lei 5692/71 como medida preventiva, a Lei nº 5540/68 fixou normas de organização e funcionamento do ensino superior e sua articulação com a escola secundaria. Era a primeira e indispensável providência para assegurar o êxito da futura reforma.

Os estabelecimentos de ensino superior, em sua maioria não adequaram os seus currículos, faltando, portanto, nos mesmos, o anteparo de fatores direcionais e orientadores necessários ao professor, para manejar com habilidade e motivação as novas técnicas.

A Lei 5692/71, traçou rumos definidos quanto à reforma docente. É clara a preocupação em preparar o professor para a tarefa da implantação do sistema que se destina a reformular conceitos, inovar conhecimentos, adotar modernas tecnologias e promover a elevação do nível de desenvolvimento do país.

De início, os professores foram submetidos a treinamentos de curta duração, a fim de se familiarizarem com o referido texto legal e serem alertados sobre as novas perspectivas de seu trabalho. Faltou-lhes, porém, o treinamento específico para que viessem a atingir seus objetivos profissionais, como agentes responsáveis pelo rendimento do ensino, na faixa obrigatória.

Maior é a crítica quanto à política adotada para a implantação do sistema, do que ao sistema propriamente dito.

Há uma característica de importância decisiva no estudo dos problemas que envolvem a reforma docente: somos um país onde a população jovem é preponderante, 62% dos brasileiros estão entre os 0 e 25 anos.

Este fator é importante para o Brasil, como potencial emergente, mas exige um estudo permanente e a tomada de constantes e adequadas providências, com vistas a obter um rendimento escolar satisfatório quantitativa e qualitativamente, em correspondência às necessidades reais da população e ao equilíbrio econômico do País

O sistema educativo vigente, dá especial ênfase ao Ensino Profissionalizante e o contexto social brasileiro exige capacitação permanente e com maior abrangência da classe docente, grande responsável pela formação básica do homem comum, na faixa etária de escolaridade obrigatória.

A Organização Nacional de Professores, respaldando o trabalho de suas filiadas propugna pelo cumprimento dos textos legais e pela valorização do trabalho do professor.

Como decorrência desses objetivos maiores, a Organização Nacional está atenta para a implantação do novo Sistema de Ensino, de modo especial no que tange à reforma docente, para que seja garantida a vigência da Lei que assegura a todos a possibilidade de formação específica em consonância com os níveis de titulação previstos pela Lei vigente, bem como lhes seja permitido aperfeiçoar-se e atualizar seus conhecimentos.

Agindo constantemente, como força integradora e de unidade nos objetivos postulados, a Organização de Professores tem logrado sensibilizar, gradativamente aos poderes constituídos, que, embora numa escala moderada, já vem demonstrando uma maior concenso em relação à necessária participação deste órgão congregador da classe, no estudo e decisões dos problemas educacionais.

No Brasil o sistema de ensino obrigatório não funciona ainda com a eficiência desejada.

O processo educacional baseado nos princípios da Lei 5692/71 contribuirá para um desenvolvimento sócio-econômico que vai incorporando grande parte da população que permanecia à margem desses processos e que agora passa a exigir melhores condições de vida. Daí a necessidade de maior profissionalização, levando o sistema a oferecer ensino profissionalizante nas escolas de 2º grau.

O programa de educação pré-escolar do Ministério de Educação prevê a aplicação de 38 milhões de cruzeiros em 1976, porém, o trabalho já desenvolvido em 1975 conseguiu aumentar grandemente e sem dispêndio adicional, o atendimento à criança na faixa pré-escolar (Conferência pronunciada pelo Ministro Nei Braga, em 30.10.75).

5- Aspirações sociais do "efeitvo" do sistema de Ensino Obrigatório

O próprio Objetivo Geral da Lei 5692/71 por si só, garante os fins da formação individual, de integração social (em que se inclui com especial relevo a educação moral e cívica) e de iniciação profissional.

Convém detalhar esta síntese, nos seguintes pontos:

A estratégia proposta para a operacionalização a curto, médio e longo prazo, deste Objetivo Geral, enfatiza a Educação como um Direito, na medida em que atenta para a democratização do ensino, como se pode depreender dos seguintes itens:

A Lei em questão:

a) determina a manutenção do Ensino Obrigatório pelo Poder Público, ao mesmo tempo que estimula de forma significativa, o concurso da iniciativa particular;

b) atenta para as variáveis regionais, ajustando a Organização escolar às condições sociais do País e às peculiaridades da população escolar;

e) alarga pela distensão do Ensino de 1º grau a faixa de Educação Obrigatória;

d) conscientiza para o exercício da cidadania, chamando à participação pela gradativa implantação de parâmetros comunitários;

Tentando retratar as aspiraçoes sociais face aos objetivos que se propõe a atual reforma do Ensino no Brasil, parece-nos indispensável considerar antes de mais nada o contexto sócio-cultural do qual emanam tais aspirações e para o qual flui o produto final da Educação.

A permanente mutação, que é a tônica do mundo atual, incide sobre o Brasil, país em vias de desenvolvimento, de forma irreprimível e profunda.

Expressa-se aí o grande momento da educação brasileira. Ao ser promulgada a nova Lei de Ensino, momento caracterizado como:

a) de chamamento

b) de inquietação

c) de perplexidades

d) de insegurança

e) de revisão.

Acrescenta-se a isso problemas tais como: a) a difícil tarefa de selecionar e expressar objetivos educacionais;

b) torná-los suficientemente amplos e sistemáticos, ao mesmo tempo que flexíveis sem perda da unidade, capaz de dimensioná-los em termos de aceitação local, estadual ou nacional;

c) sensibilizar e conscientizar os educadores e administradores no sentido de mentalizá-los, a fim de que os objetivos e regras, não fiquem reduzidos a mero cabeçalho de um Diploma Legal mas sejam redefinidos e assimilados pelos próprios professores, como elemento de orientação na direção da aprendizagem dos alunos e, ao mesmo tempo, como elemento de identificação com as aspirações neles expressas;

d) a desvalorização do professor, caracterizada pelo reduzido salário que lhe é atribuído nos diferentes Estados da Federação. Acrescente-se a este detalhe por demais importante ao despreparo do professor e à sua tendência comum, talvez por falta de uma real motivação e de maior embasamento na sua formação, de se comportar de uma forma um tanto conservadora e a resistir às mudanças. Ocorre aí, então, uma lamentável defasagem entre a atitude do professor e a necessidade de desenvolver, através do processo educativo, a criatividade, o senso de realidade, a crítica e argumentação, preconizados pela atual Reforma de Ensino no Brasil.

Face ao contexto exposto, cremos poder resumir as aspirações sociais em face do Ensino Obrigatório nos seguintes pontos:

a) melhores condições para embasar e tornar mais consetâneo com a realidade, o processo educativo que se desenrola no Ensino Obrigatório de 1º grau;

b) desenvolver, paralelo a essas condições, o sentido comunitário, em que a participação no processo de desenvolvimento, caracteriza as aspirações comuns.

No que diz respeito às limitações criadas para o Ensino Obrigatório, diríamos que, no Brasil, elas decorrem dos fatores já citados, anteriormente, acrescidas do analfabetismo ainda em proporção significativa, do abandono da escola e da falta de recursos financeiros e providências administrativas.

Face a esta situação, e tendo sempre presente a idéia de capacitar para participar, várias soluções têm sido tentadas com êxito, e outras se encontram em vias de aplicação.

A expansão da rede escolar, também nas regiões menos privilegiadas, em consequência da interiorização da área governamental, concretizada através de Organismos e Projetos:

SUDAM - Superintendência de Desenvolvimento da Amazônia.
SUDENE - Superintendência de Desenvolvimento do Nordeste.
SUDESUL - Superintendência de Desenvolvimento da Região Sul.
PIS - Plano de Integração Social.
PROJETO RONDON - Interiorização e Expansão do Campus Universitário.

A tentativa ainda incipiente de trabalho de Comunidade de Base, que se tem caracterizado mais como uma tentativa de agências e movimentos sociais, do que da escola propriamente dita.

Aprendizagem e Qualificação, impõe se referir aqui a complementação de escolaridade a ser ministrada nos cursos de aprendizagem e de qualificação, em obediência a preceito constituicional. Situamos a aprendizagem ao nível de uma ou mais das quatro últimas séries do 1º grau, e a qualificação a esse nível ou ao de 2º grau. (Art.26).

6 - As aspirações em relação às possibilidades práticas

A Lei 5692/71, em seu capítulo V - Dos Professores e dos Especialistas - determina, em seu Art. 29 que "A formação de professores e especialistas para o ensino de 1º e 2º graus será feita em níveis que se elevem progressivamente, ajustando-se às diferenças culturais de cada região do País, e com orientação que atenda aos objetivos específicos de cada grau, às características das disciplinas, áreas de estudo ou atividades e às fases de desenvolvimento dos educandos".

Este é um exemplo de que as aspirações, no momento ultrapassam às possibilidades reais do contexto brasileiro. Há um desafio que precisa ser respondido para que o ideal venha a ser atingido.

A defasagem ocorrida nos primeiros anos de implantação do novo sistema, realmente preocupa e merece estudos mais detalhados e em confronto não só com os recursos econômicos mas também com a disponibilidade de recursos técnicos e principalmente de recursos humanos. Estes estudos devem ter como base o conhecimento de que "o Brasil conta com 3% da população mundial e 10% de área habitável no mundo". Convem lembrar que a população do Brasil é estimada, atualmente, em 113.208.5000, e que 52% da população total está em idade até 19 anos.

Não é apenas ao professor que cabe atribuir a crítica pela defasagem verificada no decorrer desta primeira fase de implantação do Sistema, pois foi insuficiente o tempo dado ao agente da reforma, para o seu devido treinamento que lhe exigia uma reformulação de conceitos e de métodos.

O elevado número de alunos por classe e as classes unidocentes, muito freqüentes nas zonas rurais, somadas às deficiências materiais e didáticas das escolas, são fatores que nem sempre pesam nas sondagens e avaliações

Nesta oportunidade de análise, lembramos que a Lei, atendendo para a diversidade da realidade brasileira, em termos regionais, estabeleceu três esquemas de capacitação para o exercício do magistério:

Recuperação - Formação - Aperfeiçoamento do professorado, e, reforçando esta política estabeleceu um dispositivo inovador, que determina o aumento salarial de acordo com o crescimento do nível de formação ou aperfeiçoamento do professor e não mais com o grau ou série em que exerça suas funções profissionais.

No Brasil, a Educação está tentando responder e sanar os problemas conhecidos e dimensionados a partir de recenseamentos, censos-escolares, levantamentos estatísticos nos mais diversos setores de atividades do País. O conhecimento da realidade brasileira, constatada através destes movimentos, tem determinado significativas alterações na política educacional e influenciado na modificação dos Sistemas de Ensino, desencadeando processos reformadores previstos nos Planos Nacionais de Desenvolvimento, e executados através de programas especiais.

Correndo paralela às medidas de saneamento, de educação sanitária, de irrigação, eletrificação e urbanização de vastas áreas, a dilatação e adequação dos programas escolares é uma necessidade que se impõe. A premente formação de mão-de-obra especializada exige docentes com formação específica nas diversas terminalidades do ensino que vem sendo aplicado.

Há programas especiais para alertar a população sobre os recursos de que pode lançar mão para suprir as lacunas dos chamados Cursos Regulares.

Concita-se, principalmente, os professores não titulados ou portadores de títulos considerados precários perante o atual Sistema de Ensino, que postulem o cumprimento dos diplomas legais, e que lhes sejam proporcionados, os devidos meios para a complementação de sua formação docente e adequada atualização.

Os dados estatísticos prevêm, para 1980, o seguinte quadro:

"uma população economicamente ativa de 40 milhões para um total de 122 milhões de habitantes (78 milhões na área urbana e 45 milhões na área rural). Este quadro previsto, inserido num país de 8.500.000 km2, requer previsão acurada para reduzir as disparidades sociais e regionais existentes e que levam o aluno, muitas vezes, a interromper, até mesmo o estudo do 1º grau.

Estamos conscientes e despertos para as reais possibilidades da escola, na atual conjuntura nacional. Buscamos um posicionamento conjunto, fruto de um consenso geral de que a educação não é só fator de formação individual, mas sobretudo é fator de integração nacional, concorrendo, conseqüentemente, para o desenvolvimento global da sociedade.

7 - Aspirações Internacionais

Em um mundo interdependente, em cada momento, os povos sofrem inúmeras influências em todas as áreas das atividades evolutivas do ser humano. Este intercâmbio é processo positivo que deverá levar as nações a uma mais rápida e qualificada evolução na busca de uma Sociedade Global, fraterna e pacífica.

Neste cenário cabe à Educação o papel primordial, como instrumento eficaz, nessa busca coletiva internacional.

Entretanto, é indispensável que os Sistemas Nacionais de Educação estejam baseados em princípios de liberdade, ideiais de solidariedade humana, compreensão dos direitos e deveres do homem, respeito à dignidade e às liberdades fundamentais da pessoa humana. Esta estrutura deverá propiciar o fortalecimento nacional, oportunizando a necessária abertura à solidariedade internacional.

Sistemas assim estruturados são resultantes de gradativa evolução educacional, possuindo características de flexibilidade e atendimento social, situação comum às nações em desenvolvimento.

Quando os Sistemas aspiram a Educação integral através de objetivos como: "auto-realização do educando, qualificação para o trabalho e preparo para o exercício consciente de cidadania" deverá estar propiciando ao homem meios de adquirir liberdade com responsabilidade o que deverá levá-lo ao respeito dos Direitos Humanos

Julgamos atribuição e dever das Organizações Nacionais de Profissionais da Educação a divulgação das aspirações internacionais, bem como, o desenvolvimento de trabalho atento, persistente e corajoso para a inclusão destas aspirações nos Sistemas Nacionais e, ainda, sua imediata implatação quando estas aspirações já estiverem integradas nos respectivos Sistemas.

De acordo com o princípio de que os Sistemas Nacionais de Educação deverão atender as aspirações humanas de liberdade e solidariedade, acordes com os objetivos internacionais, as atividades nacionais desenvolvidas neste sentido, quando atenderem as particularidades de cada país e forem caracterizadas por uma política dosada e equilibrada, deverão colaborar com a evolução dos Sistemas Nacionais, oportunizando que seja alcançada, gradativamente, a unidade internacional nos elementos fundamentais dos Direitos Humanos.

MINISTÉRIO DA EDUCAÇÃO E CULTURA
DEPARTAMENTO DE ENSINO FUNDAMENTAL
COORDENAÇÃO DE PLANEJAMENTO

Anexo: Quadro numérico (comparative) sobre o Ensino de 1º Grau (obrigatório)

Informacões sobre:	1971	1972	1973	1974	1976
1. Nº de crianças na faixa etária de 7 aos 14 anos	19 879 000	20 442 400	21 021 800	21 617 700	23 313 623
2. Matriculas da população de 7 aos 14 anos	14 048 149	15 067 463	15 192 211	17 736 981	19 769 952
2.1 Taxa de escolarização	70, 66%	73,70%	72,26%	82,04%	84,81%
3. Nº de alunos que ingressam no 2º grau	457 780	541 570	599 780	662 300	788 419
3.1 Percentagem	9, 73%	10 58%	12,11%	12,71%	13,85%
4. Nº de evasões do 1º grau	2 470 489	2.617 069	1 250 766	1 220 842	1 240 318
4.1 Percentagem	14,47%	14,24%	6 94%	6,33%	5,82%
5. Verba nacional empregada ao Ensino de 1º grau	-	-	-	Cr$ 627.116.700	Cr$ 865.289.800
5.1 Percentagem dentro do orçamento do MEC	-	-	-	16,11%	13,50%
6. Nº de escolas públicas de 1º grau	147 314	163 991	163 466	169 376	181 312
6.1 Particulares de 1º grau	14 976	15 109	13 442	11 539	10 866

As aspirações internacionais deverão ser reflexos da universalidade das aspirações nacionais.

Estas mesmas aspirações adquirem características de valores próprios e inerentes ao nível internacional, quando são reais aspirações do ser humano e a sua utilização vise a colaborar na evolução educacional das nações, pretendendo atingir a unidade internacional, que representa a maior e mais nobre aspiração da humanidade.

BRUNEI

Brunei Malay Teachers Association

PART A - COMPULSORY EDUCATION

Introduction: Definition of Compulsory Education to Brunei.

An enactment was passed before the Second World War making it compulsory for all parents with children above 6 years old to attend a Primary school. A nominal fine of $5.00 was imposed on those parents who failed to send their children to school. This enactment was vigorously employed and many parents who were reluctant to send their children to school were required to pay the fine even during the first five years after the War. By early 1950, the take-off period for Brunei Educational System was well under way and there was a diminishing necessity to employ the full burden of the enactment. Children came in great torrents, the number of schools increased dramatically in the fifties when the importance of education to the society gained an established ground in the minds of the people. Many overaged children came into the system. By the sixties, the enactment was never recalled to impose compulsory education. The problems in education have changed from inception in the forties to planning and diversification in the late sixties and seventies. Today, the enactment which brought nearly 1/3 of the Brunei population to the fold of the educational system, is almost forgotten if not ignored.(1) Compulsory education is almost a thing of the past.

1. Scope of compulsory education

a) Compulsory Education was introduced out of practical necessity to educate and train the young population in the basic knowledge and skills. Running abreast were the adult education classes which included among their purposes the abolition of illiteracy. The system is totally financed by the Government. The private school system, which covers the mission schools, the Chinese schools, a Brunei Shell Petroleum Company Trade School and various kindergartens, has never come under the compulsory education framework.

b) The pre-War enactment did not specify the number of years of compulsory schooling. It was presumably intended primarily for literacy. But in 1972 the Report of the Education Commission outlined 8 principal policy decisions which are adopted as the official policies. In one of these, the Government undertakes "to provide a continuous education for all Brunei children for a period of 9 years: 6 years in the Primary schools and 3 years in the lower Secondary schools".(2) This was reinforced by another policy undertaking "to make a secondary education accessible to all on the basis of their needs and abilities".(3) Though compulsory education is almost defunct or non-existent in Brunei, the undertakings of the Government in pursuit of policies for total literacy and basic education technically mean that no student is allowed to leave school until after Form III except for a very special reason. The rising social expectations and the changing social values ensure that the children of schooling age attend schools as from minimum admissable age.

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(1) The last population census in 1971 shows Brunei population reaching over 136,000. The new census is well under way and may exceed the 150,000 mark at the present birth - death rate ratio. The figure mentioned in the text indicates that more than 1/3 of the Brunei population is within the schooling age. The 1976 figure for school children was 48,620.

c) Education (tuition) is provided free in all Government sponsored schools and colleges. Text books are provided on loan. Either transport is arranged for those students living beyond three miles from their schools, or for students with more difficult access to schools, they are hostelised with free board and lodging. Until this year all exercise books are given free. Students complete up to their pre-university courses in Brunei and scholarships are generously awarded to students who qualify for higher studies overseas. The period of 'Compulsory' education if there is such a thing, was very well provided.

d) & e) The years when the pre-War enactment was enforced were accompanied by a very rapid development both in the administrative structure and in the field. That the enactment was not completely effective was seen from intake of many overaged pupils in the early fifties carrying through to the sixties. The expansion of educational facilities was greatly handicapped by a meager qualified administrative personnel, and dispersed population which chronically affected communication, and the teaching staff. Since education was almost completely free, there was really no case for poverty or any aspect of material well-being to prevent or deter the child from attending the school. It was really more a case of exposure to the importance of education, local initiative and realisation of social expectations in the near future society. The Government also provided (and still does) subsistance allowance for those in difficulties.(4)

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(2) and (3) Report of Education Commission 1972, page 9, paragraphs 2 . 7.

(4) The cases of old age, orphanage, natural afflictions and permanent disability/ sickness are well taken care of by the welfare and medical services.

f) & g) The acceptance of the new policies since 1972 with the Government undertaking to provide 9 years of continuous education up to the lower Secondary level means a good ground in preparation for more diversified courses in the upper Secondary level. But in the fifties and sixties, there were students leaving schools before reaching their secondary education. One case in point was shown in the intake from among students with standard 5 or 6 (and later with Form I and II) Malay education to the teacher training courses and as probationary Malay Primary teachers - an indication of rapid growth in student population. However, no distinction was made in affording the educational facilities to all groups. Primary schools were built in the outlying areas not on the basis of racial groups but on the basis of viability and feasibility of the scheme, and the capacity of the Education Department. The Chinese community with its hold on the economy has its own schools and though already well-provided by the community, also receive grants-in-aid from the Government. With the 1972 Education Commission Report all these non-Government schools are gradually to be styled as national schools.

PART B - SOCIAL EXPECTATIONS

2. Declared objectives of compulsory education

a) & b) The pre-War enactment which instituted compulsory education for the children over 6 years, came after a long overdrawn period of almost three decades since the inception of the first school in Brunei. The number of pupils in school did not increase steadily, and for some years fluctuated. Pupils were known to have left school at an early age. There was no continuous process of education to the Secondary level until the mid fifties when the first Secondary English School was established in Brunei Town. The curriculum of the earlier Primary schools was not established or fixed and there was no serious attempt to sustain standards and improve quality of teaching or learning. Pupils learned the three 'Rs' and 'jawi'(5) and subjects like geography. The objective of compulsory education were never really declared, but the foregoing history of Brunei dilemma in educational development indicatesthe necessity of the enactment.

c) With the 1972 declared policy undertakings of the Government the accepted goals seem to be the preparation of pupils for the basic skills and knowledge 'according to their needs and ability' so that they may enter the streamed courses in the upper Secondary or enter an employment which requires only their basic skill and knowledge.

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(5) Arabic scripts.

d) & e) We in Brunei, have come to a stage when compulsory education takes care of itself. The enactment was never recalled in the recent years and the never-properly declared objectives work without unnecessary pressure from outside the Education Department. The Malay Teachers' Association is fully alert of the necessity of a sustained standard in education and is grateful for the way the Government, through the Education Department, has been handling this issue. It is entirely behind the tacit measure of the Government in their attempt to solve the national educational problems. The enunciation of the policy undertakings in 1972 and current consequent measures are fully backed by the Association.

f) & g) Brunei Education System is thoroughly comprehensive. Streaming exists in the upper Secondary level for the purpose of preparing for subjects specialisation in further education. Streaming here is based on the students' choice, their ability and interest and the component factors of school administration e.g. class room teachers and facilities. Vocational subjects are taught in the lower Secondary e.g. woodwork, technical drawing, cookery, sewing and knitting. But the Primary mainly concentrates on the basic skills and knowledge. There is now an increased concern for more technically-biased subjects in the lower Secondary section.

3. Criticism of compulsory education system seen as non-fulfilment of expectations

Criticism of compulsory education is based not on the nature of compulsory education but more on why it was not introduced at an earlier date. This might possibly be attributed to political reasons. Otherwise criticisms are general in nature - the proper organisation of curriculum, the system of promotion and examination, the standard of teaching and learning, the distribution of facilities and the localised difficult environment in various Primary schools in the interior. The teachers may criticise the regulations and policy on transfer and on the way things could be improved in the outlying areas.

4. Educational reform to fulfil expectations

a) / d) The 8 policy statements as found in the 1972 Education Commission Report are:

i) to make Malay the main medium of instruction in National Primary and Secondary schools as soon as possible in line with the requirement of the constitution;

ii) to raise the standard of the usage of English in the Primary and Secondary schools in this country;

iii) to place more emphasis on religious tuition (Islam) in line with the requirements of the constitution;

iv) to provide the continuous education for all Brunei children for a period of 9 years; 6 years in the Primary schools and 3 years in the lower Secondary schools;

v) to ensure, by the provision of syllabuses of common content that the standard education is complementary in all schools;

vi) to make secondary education accessible to all on the basis of their needs and abilities;

vii) to provide all Brunei children with every possible opportunity to make themselves useful in the development of the country in order to meet the needs of this country so that all the needs of the country would be fulfilled by Brunei people themselves; and

viii) to promote by means of the above, a national identity upon which a sense of loyalty to Brunei rests, as well as generating the necessary efficiency and flexibility in the Education System to meet the development needs of the country.

Some semblance of compulsory education is found in the 4th and 6th policy statement where the school children are technically required to stay at school for the first 15 years of their life. Though compulsory education is not being pursued with the full force of the official censure, its purpose in educating the basics to the children remains. Expansion of educational facilities is still a feature of the present development. Much of the ground is covered; the present problems are rather ones of organisation and planning.

The policy statements also reflect some of the structural and philosophical problems of the educational system. In reading the Educational Commission Report of 1972, one cannot miss the feeling that the movement towards a National System of Education requires more than the stated policy declarations. An attendant problem to the present efforts is that of a lack of personnel to carry much of the structural changes which would sustain the suggested reforms. While the final objectives are distinctly clear, the intermediate grounds are blurred with these and related problems.

The Malay Teachers Association pursues similar policies and fully endorses them with a tacit understanding of the reasons for the present shortcomings. There is no necessity for the revival of the compulsory education enactment or the rigorous undertaking outside the present policy objectives. The pressure for compulsory education ceases at the moment when the society at large is conscious of the importance of education. No purpose is served by recalling the full force of the enactment; in effect, it could be counter productive.

5. Social expectations of the "output" of the compulsory education system

The aims of any education system must of necessity incorporate the purpose of citizenship building, opening job opportunities and appreciation and respect for moral values apart from basically developing the basic skills and knowledge on the first instance. The compulsory education period however mainly strives for the basic demands for living whilst the process of inculcation of moral values, citizenship qualities and the necessity of self-dependence come a little later in the period. The teaching of basic skills however is over-emphasised while curriculum on civics and public morality and ethics is still entrenched with many problems of procedure and implementation.

It also emphasised in the 1972 Education Commission Report that the first three years of lower Secondary education for the children are the years which should prepare them for their streams at 'O' level. Some movements have been made to prepare for this objective in the Education Department and there is also a growing consciousness to introduce courses on the citizenship building and the inculcation of moral values at the early period of education. The present concern over the 'hippy cult' and 'yellow culture' stems out from the problems of curriculum in early schooling. An increased weight on civic studies is to be seen as a priority for the period when the Government undertakes to educate the young population.

6. Social expectations related to practical possibilities

A small community largely composed of the Malays, Brunei is fortunate that the gap between the expectations of the social critics and the feasibility of any project is very narrow and has never been any wider so as to impair a healthy growth. Many of the critics are more self-critics; the limitations are mutually understood and the Government shows its readiness for a more widespread expansion and improvement. But the society at large fails to meet the structural demands of these changes. The need for skilled and qualified personnel, responsible and trustworthy, is an overwhelming prerequisite for a speedier progress. The present staff is just marginally capable of sustaining the present progress with some occasional strains. The shortage of qualified teachers, especially in the English medium education, seems always to be somehow ahead of planning. The mass media, especially television and radio, keep the public well-informed and aware of the present shortcomings. The existence of Parent-Teachers committees in most schools also serve some purpose.

7. International expectations

Brunei is striving towards a National Education System attempting to bring in all schools under the various media of instruction into one fold. At the same time, it has never ceased to observe that the process of basic human justice and rights should not be violated. Brunei has a state religion - Islam, but practices religious tolerance on all other religions. In education the priority is given to the natives but all other races enjoy much of the privileges enjoyed by the natives.

For instance, the natives have free textbooks (that is, on loan), tuition and transport or lodging (hostel). The pupils of other races also have free textbooks (on loan), pay $10.00 (about U.S.$3.00) per month for tuition and receive no transport or lodging unless their education has all the time been in the Government Malay and English schools. Otherwise they pay the same amount for school fund, stationery fees and exercise books. All students may participate on any school activities sponsored by the schools for their own clubs. There is no limit to non-citizen students on the use of library books or other facilities. The movements of many internationally affiliated youth associations in schools e.g. Scouts, Girl Guides, Red Cross, Interact Club, mean that the international aspiration here is strong. We believe however that while international understanding is essential for international harmony, a national understanding is of greater priority for national survival and capability. The elements of national identity should be integral in the instruction during the early period of our childrens' education. With this priority set in the aims of Brunei Education, there is no fear on the international demands ever conflicting with the national necessity and goals. The meeting of international expectations should rightly then reflect and reinforce the fundamental human ethics to serve mankind. We cannot and must not accept that our international aspirations should cause the decay of our national fibre; the international understanding should enhance our national strength.

CANADA

Canadian Teachers' Federation

Within the diverse Canadian context the concept of compulsory education is almost totally accepted. Every province has enacted legislation to ensure that children attend school for at least a period of eight to ten years. In addition during the past twenty years there have been strong encouragements and incentives by all levels of government to retain students in school until the completion of secondary education. In the province of Ontario, for example, in grade 13, the last year of secondary education and two to three years beyond usual compulsory attendance, enrolment has increased five-fold from twenty years earlier. One half of the secondary students in the schools of today in that well-developed province would not have been there 15 years ago, though there has been no change in the compulsory requirement.

However, in spite of the acceptance of initial compulsory education and powerful incentives for continuing education, almost all parts of Canada are embroiled in controversy over what education should be. Most people assume that education should prepare students to meet the demands of adult life in today's society. The flaw in this assumption is the rate at which society is changing. Today's students, especially today's elementary students, will not be adults in today's world. The education to be given these children during their 8 to 10 years of compulsory schooling must prepare them for a world that will resemble our past and our present less and less as each year passes.

This is perhaps the most important single consideration for education today. What will the future be like and how will we educate for it? Indeed, it is difficult for most people to realize the amount of change that has already occurred in recent years.

When developments such as transistors, computers, microcircuitry and light-emitting diodes are placed together with the phenomenal potential of communications through fibre optics, even those with only the vaguest understanding of such matters are overwhelmed at what the future may hold.

Educators are caught in the forefront. Our job is to equip students for the world they will live in, yet we have little insight into what that world will be. The prime professional concern of teachers is to understand the social expectations of education. The main difficulty is to understand that education is being forced by social and scientific change to move from limited learning for controlled, predictable purposes towards continuous education for multitudinous purposes in a future that is largely unpredictable.

The concerned teacher can no longer be the enforcer of purposes set for the school by other agencies, on the basis of obsolete criteria. The main task is no longer to select or reject candidates for the privilege of entry to a higher level of education of a narrowly exclusive kind.

Today's society has growing expectations for the teacher in our compulsory system to be an organizer, administrator, counsellor, tutor, stimulator, creator and a partner in a life-time educational experience geared to the real-life needs of each and every person.

We are being forced towards a choice between two different reasons for compelling attendance at school, and the contradiction between those two reasons is becoming increasingly apparent.

The first is the convenience of the various institutions outside the school. It is greatly to the advantage of prospective employers and institutions of higher education to have young people compelled to go through a process of sorting and selection. Unfortunately, such a process, while it may confer life-long advantage upon a few, may impose a life-long stigma of inferiority upon many.

The alternative reason for compulsion is to ensure that no child will be denied access to a process that will be of specific benefit to him or her as an individual. This means an attempt to provide each individual with the opportunity to experience success and personal growth in an appropriate field.

Increasingly, we are tending to see the latter objective as the prime professional concern of teachers - and also to see it as a necessary goal in a democratic society, even though it may never be realized.

Education is a vast topic. Superficially, its apparent definition and emphasis may vary with time and need, but its real essence must be always to confer benefit both upon the individual and upon the state. How do we really find out what society expects of education and how do we satisfy ourselves that the real essence has some assurance of being retained?

It will not suffice for teachers or teacher organisations to discuss the matter in typically insular fashion, although it must be discussed and directions established. As never before teachers need to examine alternatives and reach consensus on the principles that must not be compromised in any way, and then exercise powerful collective action to persuade the public (and government) to accept these principles.

It will not be enough to establish principles at the international level. They must also be established nationally, locally and in the very school itself. The theme: "Compulsory Education: Social Expectations", is suitable for the broadest possible active discussion and resolution. These principles can then be communicated openly and freely to the public. Clearly educators and the general public must understand each other in those values which must be preserved and served.

Education is not just a collection of facts and knowledge to be poured into young minds during a set number of years, so that at the end a stamp of approval may be awarded. Young people must be given a chance to wander down the halls of history, literature and science, rubbing shoulders with the best of all that has been written, done or lived, and understanding what made it so. Society must provide an atmosphere to support what we expect our schools to impart, consistent in its standards, and must offer some means of countering the steady threats to good taste and the increasing monotony of our mindless and often violent entertainment.

This suggests not only that our valuable inheritance must be preserved but also that values must be served. There is evidence that human beings can agree on some universal concerns of value such as the preservation of the habitable environment. Most of the values which make human survival worthwhile are not hidden nor in the future. They are found in the great traditions and religions of the world - unselfishness, tolerance, goodwill, fraternity. Such values must also hold for the future, for the future will not only bring the changes wrought by technology: it will also call for changes in the quality of our awareness of each other, of countries and cultures other than our own, and of the fact of global interdependence.

The teacher must continue to be, in part, the custodian of the past. Today's teacher must also be a trustee of the future. A major task of modern education must be to unfetter human imagination to explore future possibilities so that those who will only touch the edge of new worlds, and the very young who will possess them, may wisely choose a preferable future.

It is vitally important to teach for that unknown tomorrow -- to develop desirable images of the future and to develop future-oriented skills.

We will need to take a broad view of appropriate basic skills, skills needed for gaining access to information, skills such as reading, writing and arithmetic as well as thinking skills such as logic, probability, systems theory, and creative problem-solving, and the skills of control over computers and other devices for the extension of the powers of the human mind.

We must better integrate curriculum around genuine, important problems such as energy, the environment, world hunger, racism, crime and the human habitat - problems that are complex and multidimensional. We must teach students to think in terms of alternative futures and the possible consequences.

In another element of the process of education, we must more fully integrate career education into every aspect of the curriculum and emphasize the changing nature of so many careers. Honesty demands that students know that employment is among the most rapidly changing areas of our society. Integrity requires that students learn that the most important future work skills will be the ability to accept and learn new tasks with the expectation that changes will probably occur several times in their careers.

Creativity, imagination and self-determination will demand greater promotion and encouragement within the curriculum in order to help individuals address and cope with change - more particularly, drastic change. Everything in the curriculum must be related deliberately and personally to the students' own futures. This suggests that teachers must conceive ways to strengthen students' abilities to imagine the future and their own images within that future.

Those who will lead in the next century are already in our schools today. If we truly care for them and desire a better world for them we must motivate them for a new and better world. Teachers must help society understand and shape the social expectations of education. This means we must understand and share the facts of the abberrations, the antagonisms, and hostilities of the present world. One Canadian writer, Gabrille Roy in La petite poule d'eau had one teacher character, Dubreuil, put his finger on the final purpose of it all, that apparent and disturbing contradiction which must characterize real education, as he thought aloud:

> "Qu'est-ce qui sortirait bien de tout cela?
> Du mécontentement d'abord qui est à la
> source de tout progrès."
> (What will come of all this? Dissatisfaction
> first of all, for dissatisfaction is at the
> root of all progress).

We must inspire our students to set their sights just beyond their reach. We must also bear in mind that education is a life-long process, for to stop learning is to stop living. The teacher must cause learning. The teacher is the mediator between the students' perception and experience and the reality of the world in which the students will live. The teacher must be the interpreter between the symbols perceived and the values formed.

The teacher must be the defender of the students against exploitation and the guide in the students' search for self-realization. And all this must be done in the context of an unknown, only dimly foreseeable future.

How the teacher bears this heavy responsibility to prepare young people for healthy participation in a kind of world which no one has yet experienced, depends largely upon the availability of the kind of teacher education, of resources for reliable research and of accurate evaluation which basically do not yet exist.

Pre-service teacher education will remain essential as a beginning, but only a beginning. It is becoming increasingly evident that there is no such thing as a finally qualified teacher and it will become more so as needs keep changing. Teacher education must become more a continuous or recurrent process of which pre-service is only the initial phase. This suggests that teachers ought also to be fully involved in the design and operation of in-service training. This raises another need for sharing input into the social expectations of education. It must be recognized by all others responsible for education: the public, ministries of education, university faculties and local school authorities; that teachers with their heavy trust and with their growing collective awareness can be responsible for and will be obedient to collective educational decisions in which they participate as equal partners.

In spite of greater involvement and participation in the social expectations of education there will still be a large measure of uncertainty. It was always thus. There are some words from Sir Richard Livingstone which should be framed and placed for all time in front of those who deal with young minds:

> "There is in education a law of delayed action, by which seed sown and long forgotten only grows in later years. Teachers (and society) like to see results from their efforts, and direct them accordingly. But the most precious fruits of a good teacher's work are those he is never likely to see."

The Unesco - Faure Report, Learning to Be summarized thoughtful social expectations when it said:

> "The aim of development is the complete fulfilment of man in all the richness of his personality, of the complexity of his forms of expression and his various commitments as individual, member of a family in a community, citizen and producer, inventor of techniques and creative dreamer."

On our capacity to design an education program capable of achieving this aim, and on our will to protect the rights of all to benefit from such a program by maintaining the principle of compulsion, rests the destiny of our children and of our world.

COTE D'IVOIRE

Syndicat National de l'Enseignement Primaire Public

PARTIE A - LA SCOLARITE OBLIGATOIRE

1. La portée de la scolarité obligatoire

Le principe de la scolarité obligatoire constitue une mesure de justice sociale. Encore faut-il avoir les moyens de l'appliquer!

a) La politique ivoirienne en matière d'éducation et de formation a conduit les autorités à consacrer près du tiers du budget national au développement de ce secteur prioritaire.

En ce qui concerne l'aspect particulier de la scolarité le gouvernement a opté pour la TV scolaire comme moyen de démocratisation de l'enseignement fondamental depuis octobre 1971. Dans le même ordre d'idées, la Côte d'Ivoire s'est fixé comme objectif la scolarisation à 100% dans les plus brefs délais possibles, sans faire la moindre allusion à la scolarité obligatoire. Une telle décision soulèverait des difficultés actuellement insurmontables étant donné la modicité des moyens matériels, la pénurie d'enseignants. En juin 1977, la TV scolaire aura atteint sa vitesse de croisière dans le primaire. Le taux moyen de scolarisation est de 56%.

Parallèlment à l'enseignement dispensé dans les établissements publics de l'Etat, il faut signaler l'effort déployé par l'enseignement privé, laïc ou confessionnel. Les écoles privées suivent les mêmes programmes sans le concours de la TV. Les documents leur sont fournis par les autorités académiques et des stages organisés à l'intention du personnel.

b) Le cycle primaire s'étend sur 6 ans d'étude, 8 ans au minimum en cas de redoublement si l'écolier n'a pas dépassé l'âge limite de 15 ans. Dans tous les cas il est interdit de tripler une classe.

L'âge théorique d'entrée à l'école primaire est 6 ans mais souvent la priorité est donnée aux enfants de 7 ans et 8 ans qui risquent de perdre leur chance. Cependant, de plus en plus nombreux sont les écoliers qui terminent le cycle primaire à 10 ans, 10 ans 1/2.

c) Dans le secteur public, le Ministère de l'Enseignement Primaire et de la TV Educative assume la presque totalité des charges. L'enseignement est gratuit; l'Etat fournit les documents d'accompagnement (maître et élève) des leçons télévisées.

d) 44% d'enfants d'âge scolaire ne peuvent encore bénéficier de la scolarité primaire compte tenu des limites imposées par l'équipement, les effectifs d'enseignants qualifés. L'Etat a un droit de regard sur la qualité de l'enseignement donné dans les établissements privés. Les écoles clandestine sont interdites.

e) La TV scolaire est captée dans les salles de classe et sur le réseau national de TV. Pour surmonter les obstacles géographiques ou économiques l'Etat accorde des subventions, fournit du personnel. Ces encouragements ont eu pour corollaire certaines initiatives prise par les collectivités: construction ou extension d'écoles, regroupement de villages (pour rentabiliser le fonctionnement des édifices publics).

f) Le système traditionnel qui tire à sa fin a toujours sanctionné le passage des élèves du primaire au secondaire par un concours. Faute de structures d'accueil, le quart seulement des élèves admis trouve une place dans les lycées et collèges de l'Etat. Environ 1400 élèves boursiers sont confiés chaque année aux collèges privés.

g) La scolarité primaire est accessible à tous les enfants d'âge scolaire sans distinction d'origine ou de classe sociale. Des dispositions sont prises pour former 2500 enseignants par an et permettre progressivement l'encadrement de tous les enfants scolarisables.

PARTIE B - LES ASPIRATIONS SOCIALES

2. Objectifs de la scolarité

a) Initialement, les objectifs de l'éducation étaient définis dans des décisions de politique générale émanant des autorités centrales (ministères techniques).

Avec le projet de réforme, les objectifs sont définis dans une loi concernant l'éducation. Une commission spéciale dénommée Commission Nationale de réforme de l'enseignement a été mobilisée pour faire des propositions. Elle comprend les ministères techniques, les syndicats d'enseignants, l'Association Nationale des parents d'élèves, les responsables de tous les secteurs d'activité existant sur le territoire national.

b) Objectifs de l'enseignement fondamental rénové: en règle générale ils consistent à corriger les lacunes de l'enseignement traditionnel, c'est-à-dire:

- développer le savoir-faire au lieu du seul savoir;
- développer le sens critique, la capacité d'adaptation de l'élève;
- promouvoir l'esprit de créativité;
- réaliser l'intégration de l'école dans le milieu;
- former des agents du développement, capables de réaliser à la fois leur épanouissement individuel et la promotion collective;
- En résumé, former des citoyens responsables et techniquement armés.

c) Pas de texte officiel sur la scolarité obligatoire mais la prise de conscience des parents a déclenché des pressions dans le sens de la scolarité obligatoire.

d) Le présent système n'est certes pas entièrement rodé. Cependant des progrès sont enregistrés: amélioration qualitative et quantitative des documents de travail (maître et élève). Quelques problèmes se posent encore dans lacheminement et la distribution des documents à travers le pays. Des solutions viennent d'être annoncées par le Ministre pour la rentrée de septembre 1977. Parents et élèves pourront se procurer les documents dans les magasins de leur localité. Programmes adaptés aux réalités du pays. On assiste à l'eclosion d'une nouvelle personnalité. L'élève télévisuel est particulièrement éveillé et s'exprime avec une aisance remarquable.

Un autre pari est en train d'être gagné: le passage sans heurt des élèves dans le second degré, ce qui va résoudre la double difficulté pour les élèves autrefois refusés en classe de sixième mais trop jeunes pour apprendre un métier.

Au niveau des enseignants, la formation initiale est au point. Par ailleurs le recyclage en cours d'emploi se poursuit. Des recherches sont en cours en vue de rentabiliser et diversifier le système de perfectionnement professionnel des enseignants.

Le problème pour les anciens maîtres est le niveau relativement élevé des nouvelles épreuves aux examens professionnels. Ils doivent faire les bouchées doubles pour réussir en vue de gravir les différents échelons de la carrière.

e) La TV démarre dans le second degré en octobre 1977. Dans le même temps les dernières cohortes des classes traditionnelles continuent de retenir l'attention. L'accueil de ces élèves (non admis en 6e ou poussés par le groupe télévisuel du CM1) a nécessité l'ouverture de classes supplémentaires en 1976. La même mesure va être rééditée cette année. Le problème sera en même temps résolu. Plus de classes traditionnelles en 1977-78.

f) L'enseignement fondamental dispense un programme uniforme dont l'exploitation par le maître et les élèves autorise les adaptations nécessaires.

g) Le programme de l'enseignement primaire comporte aussi l'étude du milieu, les activités d'éveil et de créativité. Cette dernière matière englobe les leçons de choses, des activités d'expression (récitation, chant, danse, dessin, modelage, ...) divers exercices de montage, de démontage, etc. Ces activités sollicitent et développent l'attention de l'enfant, ses aptitudes intellectuelles, physiques et manuelles. Quatre heures par semaine sur trente leur sont consacrées au cours préparatoire première année.

3. Critiques de la TV scolaire

La rénovation pédagogique a suscité de nombreuses critiques, fruit de l'inquiétude des parents non familiarisés avec ce système et déroutés par la mathématique moderne.

Beaucoup d'entre eux sont contraints de se recycler afin de pouvoir suivre le travail scolaire de leurs enfants.

a) Principales critiques: crise de l'orthographe, difficultés en lecture, ignorance en calcul (traditionnel); identification de la TV scolaire au cinéma, avenir hypothétique des élèves télévisuels, la crainte que les enseignants ne maîtrisent pas suffisamment le nouveau système. En résumé le doute manifeste face à l'enseignement télévisé jugé trop révolutionnaire et hasardeux.

4. La réforme de l'enseignement, moyen de réaliser les aspirations

L'élaboration de la réforme à donné lieu a une large consultation de toutes les couches de la population représentées par les responsables de tous les secteurs d'activité existant sur le territoire national: responsables politiques, administratifs, employeurs du secteur privé, responsables des groupes socio-professionnels, des cultes religieux, les syndicats d'enseignants....

Le texte de loi sur la réforme est soumis à lAssemblée Nationale. En attendant la mise en application, on pratique un enseignement partiellement rénové.

a) Au niveau de l'enseignement primaire, la rénovation porte sur l'introduction de la TV scolaire, le contenu des programmes et les méthodes d'enseignement.

Le premier trimestre de la scolarité est consacré à l'apprentissage de la langue officielle, aux activités d'éveil et de créativité, à l'étude du milieu. Les autres matières intérviennent après, ce qui a déconcerté nombre de parents impatients de voir lire, écrire et calculer leurs enfants.

b) & c) Une campagne d'information a été nécessaire pour répondre aux multiples questions du public, des parents, des organisations d'enseignants. Conférences des responsables du système, projection de films sur la classe télévisée. Le ministre de l'Enseignement Primaire et de la TV Educative s'est prêté aux questions des journalistes, des parents d'élèves, des organisations d'enseignants et, du public au cours d'une émission qui a duré quatre heures d'affilée.

En conclusion le public reprend confiance depuis qu'il a été éclairé sur les programmes, les moyens et les finalités de la TV scolaire.

Les grandes lignes de la réforme vont mettre l'accent sur l'éducation préscolaire. Par ailleurs des filières de formation sont prévues aux différents paliers du système pour orienter les élèves et étudiants prêts à entrer dans la vie active.

5. Les aspirations sociales de ceux qui ont bénéficié de l'enseignement primaire

En général les intéressés et les parents comptent sur un emploi de bureau qui permette à l'élève de gagner sa vie et de leur venir en aide financièrement. Chose réalisable autrefois quand le niveau d'étude exigé était moins élevé et les élèves en âge de travailler.

A présent, non seulement les choses ont changé mais de nombreux jeunes déscolarisés ou à peine lettrés cherchent sans succès des places dans la fonction publique. Les emplois de planton ou de chauffeur (niveau certificat d'études primaires) ne les intéressent pas, l'artisanat non plus.

Les parents ont bien accueilli la mesure relative à la prolongation de la scolarité, et ce, pour les mêmes buts: avoir un métier et gagner sa vie. A cela s'ajoute désormais la nécéssité pour l'individu de se réaliser pleinement, de s'épanouir, de renforcer sa capacité de se protéger soi-même tout en privilégiant aussi la promotion collective du groupe par une action concertée.

7. Aspirations internationales

L'interdépendance des nations est une réalité dont il faut tenir compte mais les aspirations au niveau national doivent tout d'abord retenir notre attention pour plusieurs raisons. Dans les pays en développement beaucoup de problèmes se posent en même temps et il importe d'établir des priorités. Par ailleurs les élèves des écoles primaires sont les témoins de certaines manifestations concrètes qui matérialisent les rapports entre leur pays et les autres nations du monde. Une information succincte doit leur être donnée sur la nature et l'importance de ces relations car ces jeunes des écoles primaires sont à la fois citoyens de leur pays et citoyens du monde.

DENMARK

Danmarks Laererforening

PART A - COMPULSORY EDUCATION

1. Information regarding the scope of compulsory education

a) The government establishes the framework for the educational system and the local authorities implement.

90% of compulsory education in Denmark takes place in public schools, but there are possibilities of getting the compulsory education also in private schools.

The financial resources come from local authorities, but once a year they are reimbursed from the government according to the number of pupils.

b) Education is compulsory in Denmark for nine years, from the age of 6 or 7 till 15 or 16.

This education is called the compulsory stage, and we do not divide it in primary and secondary.

c) All education in public schools is free. In private schools there are school fees, covering about 15% of the costs. The rest is paid by public contribution.

d) 90% of all pupils choose compulsory education in public schools. 5% of all pupils leave school before the end of the compulsory education.

The minority of pupils, who choose private schools, do so because of educational, religious, attitudes, etc.

e) The form-master checks every day the lists of pupils.

f) About 60% of all pupils continue after compulsory education for nine years to a voluntary tenth school year or to further education.

g) The public schools are a real offer and are used as such by all groups. Only the heavily handicapped (blinds, deafs and dumbs, etc.) attend special schools. These special schools also are public.

PART B - SOCIAL EXPECTATIONS

2. Declared objectives of compulsory education

a) The objectives of compulsory education are defined in an education act (Act 313).

b) & c) The task of the public school is, in co-operation with the parents, to offer possibilities for the pupils to acquire knowledge, skills, working methods and forms of expression, which will contribute to each individual pupil's versatile development.

The public school shall, in all its activities, endeavour to create such possibilities for experience and self-activity which can promote the pupils' urge to learn, to exert his imagination and to develop his capacity for independent evaluation and commitment.

And the public school shall prepare the pupils for active participation in life and decision-making in a democratic society and for co-responsibility in solving common problems. The educational activities of the school and its every day life as a whole must therefore build upon freedom of spirit and democracy.

e) The Danish community must save quite a lot of money these years and of course the school is not exempted in any way.

But mostly this can be done by sticking to an established standard and not institute improvements.

f) Compulsory education within the school is a comprehensive form education with a moderate streaming. The choice of subjects and courses is decided by the pupils and parents.

Today we are talking about education for the four lives:

(1) life of family;

(2) life of working;

(3) life of leisure time;

(4) life of society.

6. Social expectations related to practical possibilities

The greatest problem in the Danish school today under the new act is not in and with the lessons, even if there are some problems there too, but to get time for all the social activities beside the lessons and the preparations for them. It means in the opinion of the teachers' organisations, that fewer lessons per week for teacher should be instituted.

The comprehensive school also implies a lower teacher/pupil ratio, but these 2 demands have economic consequences present with all are not realistic to expect fullfilled.

To facilitate attendance for pupils in rural areas, the law states that if the distance to the school is more than 2.5 km. for the 6-10 years old, 6 km. for the 11-16 age group, 7 km. for those over 16 years, the local community is obliged to establish a school-bus system.

This is also the case, if the school-way is considered dangerous irrespective of actual distance.

DEUTSCHLAND

Deutscher Lehrerverband

Teil A - Pflichtschulerziehung

1. Information bezüglich des Umgangs der Pflichtschulerziehung

a) - Im Grundgesetz der Bundesrepublik Deutschland, Art. 7 heisst es: "Das gesamte Schulwesen steht unter der Aufsicht des Staates."

Die Ausführungen dieser staatlichen Befugnisse fallen unter das Hoheitsrecht (Kulturautonomie der elf Länder der Bundesrepublik; d.h. die Länder sind für das Schulwesen in ihrem Bereich zuständig).

- Das Schulwesen ist zu etwa 95% ein öffentliches System. Private Schulen als Ersatz öffentlicher Schulen bedürfen einer Genehmigung des Staates. (Zahlenangabe von 1970).

- Das Schulsystem ist im allgemeinen positiv zu betrachten, obwohl es einer ständigen Weiterentwicklung unterworden sein muss, um sich den Erfordernissen der Gesellschaft anzupassen.

- Es stehen im allgemeinen ausreichend finanzielle Mittel für das Schulwesen zur Verfügung. Zusätzliche erhebliche Mittel werden vom DL zur Verbesserung der Unterrichts- und Arbeitsbedingungen gefordert, wie z.B. zur Senkung der Klassenfrequenzen und damit zur Einstellung arbeitsloser Lehrer.

b) - Die Schulpflicht beträgt mindestens 12 Jahre:

d.h. 9 Jahre Vollzeitschulpflicht und
3 Jahre Teilzeitschulpflicht (Berufsschulpflicht) (wenn sie nicht durch den Besuch einer Vollzeitschule abgegolten wird, wie z.B. berufliche Vollzeitschulen oder Gymnasium).

Sie endet im Regelfall mit der Vollendung des 18. Lebensjahres.

- Das durchschnittliche Alter der Schüler während der Vollzeitschulpflicht beträgt etwa 6 bis 15 Jahre.

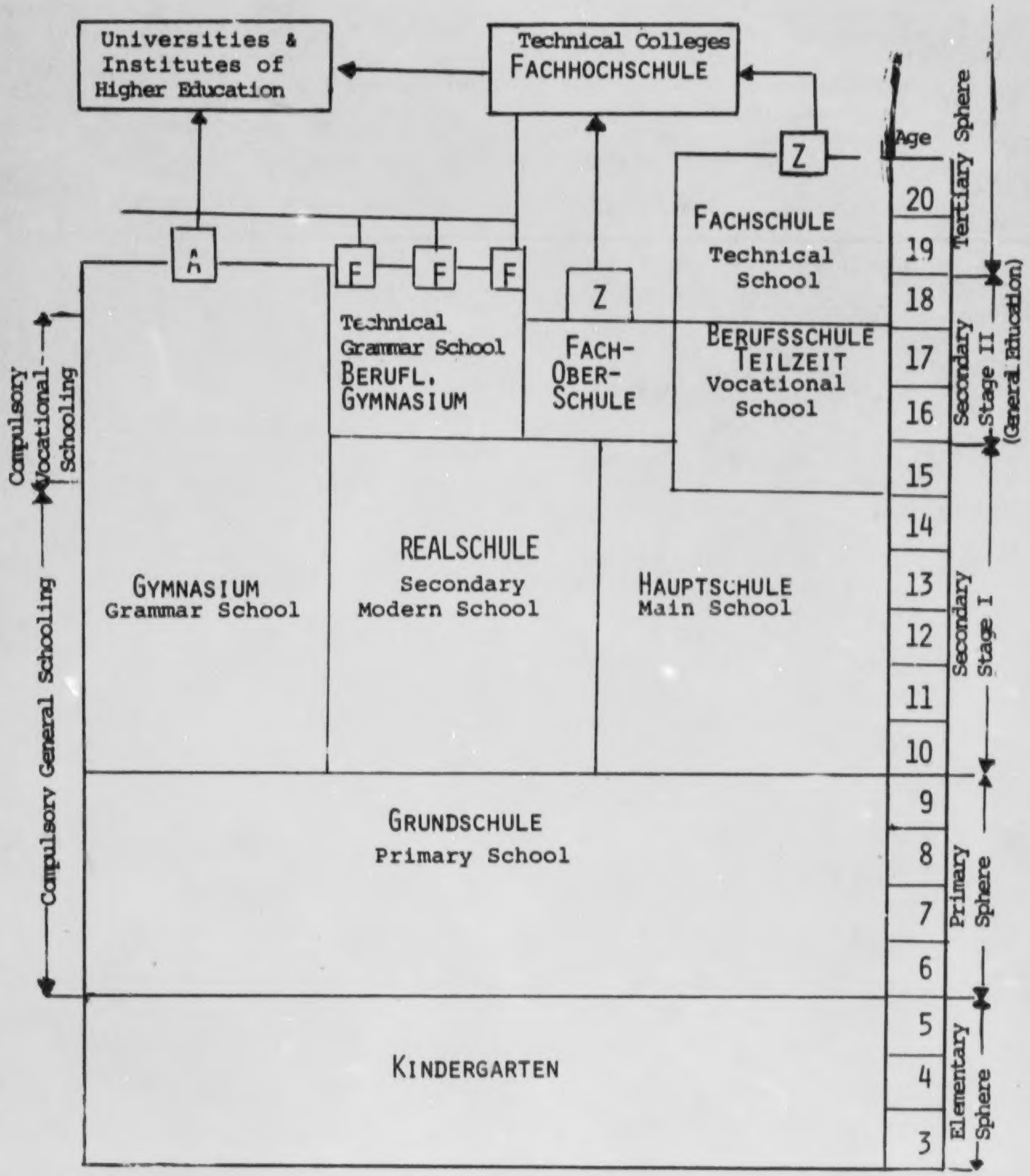
Die Jugendlichen, die der Teilzeitschulpflicht unterliegen, sind überwiegend 15 bis 18 Jahre alt.

c) - Der Unterricht in den Grund-, Haupt-, Berufsschulen sowie in den öffentlichen weiterführenden Schulen ist schulgeldfrei. Schulbücher werden grundsätzlich unentgeltlich zur Verfügung gestellt.

d) - Da alle Kinder und Jugendlichen der Schulpflicht unterliegen, müssen alle die entsprechende Zeit vollzeitlich oder teilzeitlich unterrichtet werden.

e) - Nach den Schulpflichtgesetzen sind die Erziehungsberechtigten in allen Ländern der Bundesrepublik verpflichtet, den Schulpflichtigen bei der zuständigen Schule an- oder abzumelden. Die Anmeldetermine werden öffentlich bekanntgegeben, und häufig werden die Eltern schriftlich benachrichtigt. Bei Nichterfüllung der Schulpflicht wird in der Regel

Rough Diagram of the Structure of the Education System in the Federal Republic of Germany


Universities & Institutes of Higher Education
Technical Colleges
FACHHOCHSCHULE
A
F
F
F
Z
Z
FACHSCHULE
Technical School
Technical Grammar School
BERUFL. GYMNASIUM
FACH-OBER-SCHULE
BERUFSSCHULE TEILZEIT
Vocational School
GYMNASIUM
Grammar School
REALSCHULE
Secondary Modern School
HAUPTSCHULE
Main School
GRUNDSCHULE
Primary School
KINDERGARTEN
Age
20
19
18
17
16
15
14
13
12
11
10
9
8
7
6
5
4
3
Tertiary Sphere
Secondary Stage II (General Education)
Secondary Stage I
Primary Sphere
Elementary Sphere
Compulsory Vocational Schooling
Compulsory General Schooling

A = General University Entrance Standard

F = Subject-tied University Entrance Standard

Z = Certificate (Technical College Entrance Standard)

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das Jugendamt eingeschaltet, um den Schulbesuch zu überwachen. Während der Teilzeitschulpflicht hat auch der Lehr- (Dienst-) herr für die Einhaltung der Schulpflicht Sorge zu tragen.

- Schulbusse ermöglichen häufig den Kindern aus entfernteren Siedlungen den Schulweg.

f) - Der Pflichtschulbereich geht, wie in 1 b beschrieben, über die Vollzeitschulpflicht hinaus. Nach dem 9. bzw. 10. Vollzeitschuljahr besuchten 1975 etwa
64% der Judendlichen eine Teilzeitberufsschule (in der Graphik 1 b, Vocational School)
12% eine vollzeitliche Berufsfach- (Aufbau-) schule und 24% ein vollzeitliches Gymnasium, Fachgymnasium oder Fachoberschule.

g) - Die Pflichtschulbildung ist für alle Kinder und Jugendliche gleichermassen verpflichtend, d.h. auch für Mädchen, nationale Minderheiten. Kinder von Gastarbeitern und Behinderte.

Teil B - Gesellschaftliche Erwartungen

2. Grundsätze der Pflichtschulerziehung

a) - Die allgemeinen Grundsätze der Erziehung sind in den Länderverfassungen der einzelnen Länder festgelegt. Die jeweiligen Unterrichtsinhalte werden von den Kulturministerien der Länder in den Lehr- (Bildungs) plänen (Curricula) vorgeschrieben

b) - Die Grundsätze unterscheiden sich in der Formulierung von Land zu Land. Als Beispiel seien hier Auszüge aus der Verfassung des Landes Nordrhein-Westfalen aufgeführt:[1]

Art. 6 (Förderung der Jugend)

"(1) Der Jugend ist die umfassende Möglichkeit zur Berufsausbildung und Berufsausübung zu sichern. Begabte Jugendliche sind besonders zu fördern."

Art. 7 (Grundsätze der Erziehung)

"(1) Ehrfurcht vor Gott, Achtung vor der Würde des Menschen und Bereitschaft zum sozialen Handel zu wecken, ist vornehmstes Ziel der Erziehung."

"(2) Die Jugend soll erzogen werden im Geiste der Menschlichkeit, der Demokratie und der Freiheit, zur Duldsamkeit und zur Achtung vor der Überzeugung des anderen, in Liebe zu Volk und Heimat, zur Völkergemeinschaft und Friedensgesinnung."

Art. 8 (Erziehung und Bildung)

"(1) Jedes Kind hat Anspruch auf Erziehung und Bildung. Das natürliche Recht der Eltern, die Erziehung und Bildung ihrer Kinder zu bestimmen, bildet die Grundlage des Erziehungs- und Schulwesens.

Die staatliche Gemeinschaft hat Sorge zu tragen, dass das Schulwesen den kulturellen und sozialen Bedürfnissen des Landes entspricht."

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[1] Verfassung für das Land Nordrhein-Westfalen vom 6. Juni 1950

"(2) **Es besteht allgemeine Schulpflicht; ihrer Erfüllung dienen grundsätzlich die Volksschule und die Berufsschule."**

c) ---

d) - Die Grundsätze sind allgemein formuliert und können nur richtungsweisend verstanden werden.

In welchem Ausmass die Ziele verwirklicht werden, hängt nicht zuletzt von der Umwelt und den gesellschaftlichen Gegebenheiten sowie von der Persönlichkeitsstruktur des Jugendlichen/Heranwachsenden ab.

e) Im grossen und ganzen wird dem Schulsystem eine Priorität eingeräumt.

Es steht im ständigen Meinungsstreit der Öffentlichkeit und wird sowohl von den Lehrerverbänden als auch von Politikern kritisch beobachtet und beurteilt.

f) - In der Grundschule (im allgemeinen 4 Jahre) werden all Kinder gemeinsam unterrichtet. In den fünf folgenden Vollzeitpflichtschuljahren erfolgt die Unterweisung vorwiegend in verschiedenen Schulformen. Je nach Land erfolgt in der 5. und 6. Klasse eine gemeinschaftliche Unterweisung aller Schüler nach Leistungsgruppen differenziert (Orientierungsstufe).

Da die Teilzeitschulpflicht einen Teil der Berufsausbildung darstellt, sind die Lerninhalte je nach dem Ausbildungsbereich unterschiedlich. Wie in 1 b dargestellt, kann die Teilzeitschulpflicht auch durch den Besuch von weiterführenden Vollzeitschulen abgegolten werden.

Somit bestehen je nach der Altersstufe der Schüler verschiedene Wahlmöglichkeiten.

g) - Je nach der besuchten Schulform wird in der Sekundarstufe II ein entsprechend grosses Schwergewicht auf eine Berufsausbildung gelegt.

In der Sekundarstufe I sind berufsvorbereitende Elemente in den Curricula mit aufgenommen.

3. Kritik am Pflichtschulbereich - nicht erfüllte Erwartungen

a) - Alle Gruppen der Gesellschaft äussern sich mehr oder weniger kritisch über das Schulsystem. Die Lehrerorganisationen setzen sich für das Wohl des Schülers, für die Erfordernisse der Gesellschaft und damit verbunden für die Interessen der Lehrer ein.

Die Politiker zum Beispiel vertreten je nach ihrer Parteizugehörigkeit unterschiedliche bildungspolitische Leitlinien.

Die Diskussion im Bildungsbereich verläuft vornehmlich wellenartig and stellt jeweils bestimmte Aspekte in den Vordergrund (wie z.B. Chancengerechtigkeit, Begabung und begabt werden, Integration, Differenzierung, Durchlässigkeit zwischen den verschiedenen Bildungsgängen) und versuchen, somit eine Antwort auf gesellschaftspolitische Fragen der Gesellschaft zu finden.

Da das Schulsystem aufgrund der gesellschaftlichen Weiterentwicklung immer angepasst werden muss und somit die Entwicklung anderer Gesellschaftsbereiche nachvollzieht, ist der Vorwurf teilweise zutreffend, die Curricula seien rückständig und würden den Erfordernissen der

Jugendlichen und der Gesellschaft nicht ausreichend gerecht.

Der optimale Weg zur Weiterentwicklung des Schulsystems stellt sich allerdings von verschiedenen Seiten unterschiedlich dar.

Gegenwärtig ist die öffentliche Diskussion über das Schulsystem gekennzeichnet und wird geleitet durch die Probleme, die beim Übergang in das Berufsleben bzw. zum tertiären Bereich auftreten: Jugenarbeitslosigkeit, Hochschulzulassungsbegrenzung (Numerus clausus).

4. Reformen zur Erfüllung der Erwartungen

a) - Das 5. und 6. Schuljahr soll nach dem Bildungsgesamtplan als Orientierungsstufe zusammengefasst werden. Ziel dieser zweijährigen Einheit ohne sonst übliche Entscheidung über eine Versetzung nach einem Schuljahr ist, den Übergang vom Primarbereich in die verschiedenen Zweige des Sekundarbereiches zu erleichtern. Allerdings gibt es keine einheitliche Meinung über die äussere Organisation. Die einen wollen die Schüler je nach dem Gutachten der Primarlehrer sich an den unterschiedlichen Anforderungen der Zweige des Sekundarwesens erproben lassen, um den weiteren richtigen schulischen Weg zu finden, die anderen wollen dagegen alle Schüler der 5. und 6. Klassen zwei weitere Jahre zusammenfassen, weil dann eine bessere Voraussage über den richtigen schulischen Weg gemacht werden könne.

Mit dieser Reform können einige Ansatzpunkte der Kritik am derzeitigen Schulsystem ausgeräumt werden. Allerdings entstehen neue Probleme, insbesondere bei nicht optimaler Erfüllung der Rahmenbedingungen, wie z.B. die Ausstattung der Schulen mit genügend Lehrern. Der Deutsche Lehrerverband hält den Zeitpunkt noch für verfrüht, eine abschliessende Aussage zur Orientierungsstufe zu treffen.

Im Pflichtschulbereich der Sekundarstufe II wurden in einzelnen Ländern der Bundesrepublik in einigen Berufsfeldern ein Vollzeitberufsgrundschuljahr oder Berufsgrundbildungsjahr (im dualen System) eingeführt. Durch die verbesserte berufliche Grundbildung in einem Berufsfeld erleichtert man den Jugendlichen die endgültige Berufswahl und begünstigt durch Vermittlung von mehr polyvalenten Lerninhalten das spätere Zurechtfinden in der Arbeitswelt. Der DL unterstützt diese Reformstrebungen nachdrücklich.

b) - In den Ländern der Bundesrepublik werden -allerdings in unterschiedlichem Umfang- Versuche mit verschiedenen Formen der Gesamtschule (Jahrgangsklasse 5 bis 10) durchgeführt. Gesetzentwürfe für eine generelle Einführung werden in einigen Ländern in Erwägung gezogen. Der Deutsche Lehrerverband wendet sich allerdings gegen eine generelle Einführung der Gesamtschule, solange die bestehenden Schulversuche mit Gesamtschulformen sich nicht als überzeugende Alternative erwiesen haben.

c) - Der DL fordert eine Verbesserung der Übergangsmöglichkeiten des beruflichen Schulwesens und der Zusammenarbeit zwischen den einzelnen Schulformen.

d) - Aufgrund der gegenwärtigen Jugendarbeitslosenzahlen wird in einigen Ländern der Bundesrepublik eine Ausweitung der Vollzeitschulpflicht auf ein allgemeines zehntes Schuljahr diskutiert. Wegen der Anforderungen, die an das anschliessende berufliche Schulwesen gestellt werden, plädieren die Lehrer des beruflichen Schulwesens vielmehr für eine generelle Einführung des Berufsgrundschuljahres bzw. eines Berufsvorbereitungsjahres.

5. Soziale Erwartungen an die Jugendliche, die das Pflichtschulsystem verlassen

a,b, Je nach den "Annehmern" ist das Schwergewicht der Erwartungen an die
c - Jugendlichen unterschiedlich. Im allgemeinen sind mit den fünf im Fragebogen aufgeführten Punkten wesentliche Erwartungen angesprochen.

Darüber hinaus sollten:

- Wissen und Fähigkeiten vermittlet sein, die die Grundlage für eine lebenslange Bildung darstellen und diese initieren,
- ausser kognitiven sollten auch psychomotorische und affektive Lernziele gleichermassen vermittelt werden.

6. Soziale Erwartungen in Bezug zu praktikablen Möglichkeiten

a) Hauptsächlich werden die Reformen durch begrenzte finanzielle Mittel eingeschränkt; denn die in der Frage angesprochenen natürlichen Begrenzungen sind weitgehend von finanziellen Mitteln abhängig. Erst in Widerstreit der Meinungen zeigt sich das als realisierbar Erscheinende.

b) Die freie Meinungsäusserung ermöglicht jeder Gesellschaftsgruppe sich zu artikulieren, Stellung zu beziehen und auf Begrenzungen hinzuwisen. Letztlich liegen aber die Entscheidungen bei den Parlamenten.

c) Die Weiterentwicklung des Schulsystems ist abhängig von den Strömungen und Entwicklungen der Gesellschaft.

7. Internationale Erwartungen

a) Im Bildungssystem sollten - je nach Altersstufe und Leistungsniveau unterschiedlich - grundsätzliche Elemente allgemeiner Werte in den Curricula vorgesehen sein und als Unterrichtsprinzipien zum Abbau von Vorurteilen beitragen.

b) Die Aufstellung einer Prioritätenliste erscheint wenig sinnvoll, da die verschiedensten Werte gleichermassen berücksichtigt werden sollten, um zu einem besseren internationalen Verständnis zu führen.

c) Die angesprochenen internationalen Ziele bilden vielmehr einen Rahmen und sind somit als Ergänzung des nationalen Verständnisses zu sehen.

d) Internationale Erwartungen können eine Reflexion des gemeinsamen Nenners der Werte allgemeiner menschlicher (nationale und internationaler) Beziehungen darstellen. Sie bilden, abhängig von welchem Aspekt aus sie betrachtet werden, einen Wert an sich.

ENGLAND AND WALES

The Joint Four Secondary Associations

PART A - COMPULSORY EDUCATION

1. Information regarding the scope of compulsory education

a) Compulsory education is provided under the law (the 1944 Education Act as amended) and is administered by the Department of Education and Science, a Government Department under the direction of a Secretary of State of Cabinet rank appointed by the Government of the day. The Department lays down broad educational guidelines, limits of resources for capital expenditure and minimum standards of provision in terms of Building Regulations, etc. Detailed organisation and provision of compulsory education is the responsibility of Local Government. Local Education Authorities have been established in every Local Government area (Shire County or Metropolitan District). They provide education at all stages, including compulsory education as well as provision for the years before and after the compulsory period.

While the Government has the duty of providing school places for all, parents can fulfil their obligations to see that their children receive education by sending them to private (independent) schools of their own choice for which they pay fees. Only a small percentage of children (under 5%) attend independent schools.

There are no suggestions for changing the general pattern of provision.

Financial resources are provided:

(a) direct from the Government to Local Education Authorities by a Rate Support Grant which is allocated from national tax revenue,

(b) through local Rates covering all Local Authority services, including health, roads, etc. as well as education, collected from all local owners of property and householders.

b) Compulsory education covers the years from 5 - 16 inclusive. Education from 5 (beginning usually in the term in which the 5th birthday falls) to 11+ (i.e. the end of the year in which the child reaches 11 years of age) is in primary schools, and from 11 - 16 (leaving after the 16th birthday) in secondary schools as a rule, though there are local variations in the age range of schools; middle schools (8 - 12, 9 - 13 years, or 11 - 13/14 years) are found in some areas.

c) Free tuition, including free books, free materials and help with travel is available for all throughout compulsory schooling and beyond, with free meals, maintenance and uniform grants for children of low income families.

d) Approximately 100% of children of school age are able to benefit from 'compulsory' education.

Virtually all complete the prescribed number of years, except for a few persistent truants and drop-outs who elude the law.

e) The law requires parents to see that their children receive compulsory education. School Attendance Officers (Educational Welfare Officers) check in cases of absence or truancy and offenders (parents) are brought to the courts and fined.

There is provision for travel grants, and boarding places may be available for pupils in remote areas.

f) 27% of pupils remain at school beyond the statutory school-leaving age.

22% of all school leavers enter full-time further education, including university degree courses (7%), teacher training courses (2%), and vocational courses (13%). 78% enter employment. The proportion of these entering apprenticeship schemes is not known.

g) Facilities for compulsory education are open to all, both in theory and in practice, though some minority groups (e.g. migrants and handicapped children) may suffer from a lack of the special facilities which they need. There are still insufficient places for the special care of children and young people with some varieties of handicap.

PART B - SOCIAL EXPECTATIONS

2. Declared objectives of compulsory education

a) The objectives of compulsory education are defined in the National Education Act of 1944. The duty of every Local Education Authority is defined as to secure sufficient schools to provide primary and secondary education covering the compulsory years and the years before and after compulsory education.

b) The objectives are set out as follows:

"Schools must be sufficient in number, character and equipment to afford all pupils opportunities for education, offering such variety of instruction and training as may be desirable in view of their different ages, abilities and aptitudes, and of the different periods for which they may be expected to remain at school, including practical instruction and training appropriate to their respective needs."

This definition was drawn up before the introduction of comprehensive secondary education, and before the raising of the school-leaving age (i.e. the end of compulsory education) to 15 and then to 16 years.

c) The generally accepted goals are that pupils of normal intelligence should be numerate and able to read, write, communicate orally, make judgments and be aware of moral and ethical standards, and able to play a full part in adult society as individuals, citizens and workers. Aesthetic and physical development are included, and it is expected that education should cater for the mind, body and spirit of every individual. Since schools have freedom to establish their own detailed curricula, each will have its own detailed aims and objectives of an educational and social nature which will be subject to regular review.

d) We believe that these objectives are largely fulfilled within the present system, though we are conscious of rising expectations in terms of individual attainment, which we share.

e) Compulsory education has been given high priority, and though there are problems in the present economic situation we believe that there is no desire to deprive the schools of their essential needs. There is no pressure for the extension of compulsory education.

The need now is to provide more fully for the pre-compulsory (nursery) and post-compulsory (16-19 vocational education and adult education) years. We do not wish to extend compulsory education beyond 16 or before 5 years of age.

f) The Government requires all secondary education to be non-selective and separate secondary grammar and secondary modern schools are being replaced by comprehensive schools. Over 70% of secondary pupils are now in comprehensive schools.

In these schools for pupils of the full range of ability, pupils of 11 and 12 are usually offered a common curriculum, frequently, though not always, in mixed-ability groups, with arrangements for special remedial help for slow learners, migrants, etc. After the age of 13 there is often some 'setting' by ability in certain subjects e.g. Mathematics, Modern Languages, Science, but classes narrowly streamed according to ability, and taught together for all subjects, are no longer usual.

From age 14 onwards, most schools have a common core of subjects with a number of options arranged to suit the needs of pupils of varying abilities and aptitudes and differing career aspirations. There is no standard programme of education. Religious education is the only subject required by law and schools are given a considerable degree of autonomy in determining the curriculum.

g) Few schools include direct vocational training in the compulsory period of education, though there are some typing/commerce courses for girls, and some agricultural (rural studies) courses for boys, etc. There is some pre-vocational training in most schools, including work experience, careers education, practical skills (housecraft, metalwork, woodwork) and social and civic education.

3. Criticism of compulsory education system seen as non-fulfilment of expectations

The major criticisms levelled at the education system are that it does not provide sufficient competence in the basic skills (numeracy, literacy and the power to communicate), that it does not result in sufficiently high personal standards of responsibility, behaviour, etc., and that it does not prepare pupils adequately for their working life. These criticisms are voiced by employers, especially those who employ unskilled and semi-skilled labour, by members of the public generally and by the media.

Teachers recognise that the system is still too much geared to academic success, though great efforts have been and are being made to construct suitable syllabuses and curricula for pupils of all abilities, and to develop non-intellectual skills. School examinations have been adapted and extended to make them more suitable for pupils who find it difficult to express themselves adequately in connected writing, and they now include practical, oral and objective tests, and opportunity for assessing work done over a period. Within the public system of examinations, teachers can devise schemes of work, syllabuses and examination questions to suit the needs of their pupils, and have these accepted and validated by the examining boards.

We recognise that insufficient emphasis has been placed on the 'hard core' subjects in recent years and are now redressing the balance, caused by the introduction of a wider and more child-centred curriculum, by giving more attention to basic skills.

There are many who feel that the school curriculum is not sufficiently traditional, and one of the criticisms heard today is that it is too diversified, and there is too little common ground. There have been, and are, strenuous attempts to make it relevant to the needs of the community, and currently the major effort is to link schools and industry more closely so that pupils understand the world of work and are more ready to enter productive employment in industry and commerce.

We do not hear criticism of the maintained schools on 'class' grounds; though there is still criticism of the dominance of the small number of prestigious Public (i.e. independent) Boys' Schools in public life. Teachers accept the criticism that the education system does not relate sufficiently to manpower needs, but, on the other hand, insist that their task is to educate pupils for a full and satisfying life, and not solely for employment.

There is a good deal of uninformed criticism of the schools, and need for better information and publicity for what they are actually doing. Some parents and employers place too high a value on mechanical skills and too little on understanding.

Politicians of the right attack education as lacking vigour, asking for higher standards of academic performance and behaviour, while politicians of the left criticise the schools as too middle-class, and insufficiently democratic, though recently they also have criticised standards and understanding of and preparation for working life. There is a good deal of exaggeration and generalisation from highlighted individual instances.

Educational reform to fulfil expectations

) Educational Reforms in the Compulsory Education Period

The change from selective to comprehensive education is still in progress. The current Government has now required all authorities to complete their plans for a comprehensive system of secondary schools. This will do nothing to meet the major criticisms, which relate to the curriculum, and the aims and objectives of the schools. There is a move to define and establish a core curriculum for all schools, but this has not yet resulted in concrete proposals. Recently the Department of Education and Science has established an Assessment of Performance Unit, which will devise national tests of attainment in the main areas of curriculum, mathematics, language (use of mother tongue), science and possibly social, aesthetic and physical development, and will administer these regularly on a sample basis so as to provide evidence of standards and identify areas of priority.

) Educational Reforms Sought by Society

Society is seeking for more emphasis on basic skills of numeracy, literacy, better preparation for work and higher personal standards of behaviour. There are schemes for more teaching about industry and closer links with employers and trade unionists. There is a desire for greater equality, particularly for the disadvantaged, with emphasis upon the handicapped and immigrants as well as those in deprived inner city areas. There is a move towards greater equality between the sexes, and improvement of the range of opportunities open to girls. Some pressure groups are anxious to remove compulsury Religious Education, others wish it to be adapted more fully for a multi-faith society, other pressure groups are battling to retain it.

) Educational Reforms Sought by National Teachers' Organisations

The national teachers' organisations agree that there is need for better guidance, both personal and vocational, for closer links with industry, and for greater concentration on basic skills. Their chief concern is for the quality of teachers, which is crucial, and for recognition of their key role. They wish to see better staffing ratios, smaller classes, adequate equipment and facilities, an expanded and improved system of initial and in-service training (this is a major need), more ancillary help and support from society (especially parents and employers), and better conditions of service so that they can attract recruits of high quality. They wish to see an expansion of nursery education (2 - 4), more provision for the handicapped, and opportunities for life-long education for all. Expansion of day-release, and part-time and full-time vocational education for 16 - 19 year olds is a priority.

d) Pressure to Extend the Compulsory Period of Education

There is no pressure to extend the compulsory period, indeed, there are some who would be willing to reduce it by one year to 5 - 15 years. There is, however, pressure to extend opportunities before and after the compulsory period (nursery education - wanted by parents and teachers), and sixth form and vocational education (teachers, politicians, employers), as well as a full system of adult and higher education.

5. Social expectations of the "output" of the compulsory education system

a) The Expectations of Society

To the list provided by the Secretary-General, we would wish to add:

- (i) an introduction to the major field of human knowledge so as to enable informed choice of further study and employment, and an understanding of other fields of activity and modes of thought;
- (ii) the ability to observe, to analyse critically, to think intelligently, and to make informed choices;
- (iii) an understanding of the religious view of life as a motivating force in human society;
- (iv) an understanding of a technological society, and the means of production and the means of production and the creation of wealth;
- (v) the full development of individual potential whether creative, physical, intellectual or social, etc.;
- (vi) the ability to work co-operatively with others in common tasks;
- (vii) the attainment of self-awareness and realistic self-knowledge, and an ability to see oneself through the eyes of others;
- (viii) sensitivity to consideration and care for the needs of others, and a recognition of their right to their own opinions;
- (ix) the skills of learning and study, and a wish to continue to use them;
- (x) the ability to admire and to create things or experiences of beauty and lasting value:
- (xi) an understanding of the use and abuse of science and technology, and of the world's resources;
- (xii) the ability to recognise and to adapt to changing circumstances.

b) Of the five points in the Secretary-General's list, we feel that 2, 3, and 5 are the most important. We recognise the need for pupils to become members of their society, but remembering our Washington discussions, feel that it is important to stress their role as world citizens as well as citizens of their own countries. We see dangers in narrow nationalism or overt party political influence. We are doubtful whether 'protection' in 4 is the right description and would think that this would better be expressed in terms of co-operation and mutual understanding. We cannot over-stress the importance of moral values of honesty, with justice and tolerance, as set out in 3.

c) See our list in part a) above.

d) The major expectations of society are for literacy, numeracy, the power to communicate, the ability to do a satisfactory job and earn one's own living, the ability to become a constructive and co-operate member of current society, and an understanding of the technology which is an increasingly important part of it.

6. Social expectations related to practical possibilities

a) Those who criticise the current state of education are by no means uninformed, but they are not sufficiently aware that educational problems often stem from attitudes and values outside school, and that the school is only one of the educative influences upon young people. They tend to underestimate the limitations under which teachers are working, and believe that teachers can achieve the impossible. As has already been pointed out, expectations are rising and too much is being asked of the schools.

b) Though considerable efforts are being made to increase public awareness of the realities of education, more are still needed. The Government has recently organised a series of public debates on education, arranged regionally. These have been attended by parents, employers, trade unionists, teachers, people from many other sectors of the community.

The press, television and radio report education regularly, but tend to concentrate upon its problems and failures rather than its successes.

In their campaign against current educational economies teachers have done much to inform the public about the schools and their work by meetings, lobbying of local councillors and Members of Parliament, letters to the press, publications etc. but more needs to be done.

c) Pressure groups and movements have some influence on education, but it is slow and erratic and difficult to measure because of the autonomy of individual schools. Schools have responded, for instance, to the call for better health education (e.g. against smoking, drugs, alcohol); to the pressure for conservation and for better environmental education; and they are sensitive to the attitudes of society and the media. They respond most easily to pressures from subject associations, the Schools Council, or the Inspectorate which have earned respect by their close contact with teachers, their educational experience, and the quality of their ideas and suggestions.

7. International expectations

a) The basic elements of human rights and international understanding should be a part of the school curriculum, growing out of the study of moral values and social education, and the encouragement of respect for the individual. Knowledge of the world and its diversity should be built up throughout the curriculum, through History, Geography, Literature, the study of Languages and the international aspects of Science, and by contact with people of many nations, and visits and exchanges abroad wherever possible. No teaching about international understanding will be effective unless the teacher believes in it and realises that it is the main hope for humanity

b) It would be helpful if teachers' organisations drew up guides and check-lists for the teaching of international understanding, with an indication of the scope of such teaching, useful approaches, methods, and sources of information. Priorities are difficult to establish since many aspects of national and international education are closely linked and interdependent.

c) In an open society the promotion of international aims would complement rather than conflict with national goals, but this depends upon the degree of freedom of expression, and the relations of national Governments with each other. There could be conflicts about the distribution of wealth, or the use of resources, for instance, if international ideas were taken seriously as a matter for action. Countries in conflict tend to create stereotypes of each other which limit understanding.

d) International expectations based on respect for human dignity, the rights of the individual and the brotherhood of men have their own interest value, but they should also reflect national goals which might include the same principles. Attitudes to international understanding are, however, bound to be influenced by national attitudes, needs and priorities.

In a developed country with a long period of compulsory education, we affirm our belief that education, together with its tools and facilities (books, equipment, etc.) should be free and open for all. We recognise the need to keep education under constant scrutiny so as to ensure that it is of the highest quality possible, and able to meet the needs of all members of society. The views of pupils, as well as of their parents, teachers, and the community generally should be taken into account.

ENGLAND AND WALES

National Association of Teachers in Further and Higher Education

In his article Thompson raises many valuable points which we must attempt to consider in the light of what we accept as essential to compulsory education. He accepts the premise that compulsory education is desirable and as such equally inevitable in that few have ever challenged this concept, but so far we have not defined the limits of compulsory education. While it would be Utopian to demand that there should be universal compulsory pre-school education (nursery) in the immediate future, it is now becoming more accepted that education is a life-long process. Bearing in mind the theme of last year's conference - 'Education for a Global Community' - we must recognise the significance of the historical continuity of education, showing as it does the aspirations for the future with a realistic appraisal of how far present achievement falls short of those original ideals; and we must recognise the boundaries which in the past have limited the social and educational development of many countries/regions throughout the world.

Taking note of these last two points, it is apparent that we, as teachers, through WCOTP, should affirm our belief that whatever hopes are placed in compulsory education, those hopes will be more likely realised, the more compulsory education is preceded by a period of nursery education. We accept that compulsory education for a prolonged period is not easy to achieve, even for an advanced industrial nation, but we are certain that, had these nations been concerned more with the long-term interests of society as a whole rather than those of a short term economic or political expediency, they would not have taken so long in reaching decisions on raising the school-leaving age for children, as they have done so on the several occasions when the matter has been debated within the parliaments of the land. This is only a basic consideration, for we as teachers are particularly concerned that all young people should be able to receive some form of general education until they are at least 18 years of age.

"NATFHE considers that the basic objective of the school system is to provide a good general education for all young people. This involves more than literacy or numeracy, vital as these are. It involves a broad scientific and humanist approach which will enable young people to find their bearings in a highly industrialised society. Young people will become adult citizens, they need to develop their interests as individuals, in addition to becoming workers in some capacity or other." Without this we believe that the majority of young people will not achieve the essential elements of compulsory education nor will they have the resourcefulness, adaptability and versatility which are now ever increasingly required for both work and leisure in this highly mechanised and automated world of today.

However, there are those who would seek to limit the width of education which schools are attempting to provide and this would be a great dis-service to the community and to the young people themselves. If we are to equip young people to play a greater part in the community by interesting them in the political, social and industrial life which surrounds and to a large extent influences their daily lives, then we must be prepared to offer a curriculum wide enough to give them the basis necessary for participation. It is not the function of the schools, however, to prepare young people for a job, but the job of schools to prepare young people for working life in an industrialised society, which as can be appreciated is a much wider function. Compulsory education must concern itself with the education of the 'whole' person rather than attempting to isolate skills, and by such education develop a mutual respect of man for man in any environment. "In the view of NATFHE it is not the function of schools to prepare for specific skills required in employment but to prepare young people for what is going to be a major part of their life when they leave school".

In 1776, Adam Smith in his thesis 'The Wealth of Nations', was emphatic in his insistence that "labour not land nor money, is the real source of a nation's wealth". This was the beginning of a debate on education and its principles which has lasted to this day and still continues. We in Britain have certainly ignored for far too long the implications of full and meaningful education, with the result that we, the nation that pioneered the Industrial Revolution permitted an elitist attitude of mind, which persisted well into this Century, equating intelligence and culture with the pursuits most removed from direct contact with the labour intensive processes and led to the relative neglect of technical education. As a modern variant on Adam Smith's thesis, one might consider that it is the obligation of Society, through its education system, to equip its labour force with a basic education which could lead to the later acquisition of skills and to provide this labour force with the basic confidence in themselves and the ability to exercise their role as citizens.

It is also to the older nations that we should turn in search of assistance for the new emergent nations. While we do not feel that we should impose our 'order' upon such nations it is possible that the older nations could help by imparting knowledge and skill to a new nation through the medium of the teaching force. In a world where there is still a reserve of idealism and a spirit of adventure amongst young people, the education of teachers, particularly science and engineering teachers, should include advice on opportunities for teaching their disciplines in these developing countries and equally as important, the necessity to recognise that the needs of such nations may well be different from those of their own country. In this case, instead of this type of educational provision being considered as a form of 'imperialism' we would consider it to be a prime example of the true spirit of co-operation, in keeping with the theme of last year - 'Education for a Global Community'.

Turning now to the question 'whether or not social expectations are entirely a national matter or whether there are certain aims which all education systems should serve?' one must assume the latter and look for an answer. Already nations involved in Africa are beginning to recognise the desire of the 'third world' to be able to determine its own education systems, though the majority of these systems are based on that which is good or educationally sound found in the older nations, updated to meet the demands of the new emergent nations.

At the same time it must be realised that such emergent nations would not necessarily benefit from the mechanical adoption of European/American, etc. standards and stages of development. The trend in most countries today is to serve the majority goal of society and to develop the pupil individually as far as possible, compatible with the social goal. However, in order to create social goals there must be some form of international uniformity which seeks to give to the nations of the world a common ground from which their future citizens can build not only their own future, but also a future which is compatible with other orders.

In the first instance one must engender a feeling of nationality and an acceptance of standards within a country or nation, leading to a sense of achievement, fulfilment and identity, before one can begin to develop a respect for citizens within a global community. Though we at present live in an age of national sovereignty we may well be moving towards an age of international influence, and therefore as Thompson stated - 'the social expectations of today's educators in respect of the world of tomorrow may well require that educators begin to exert a greater international influence in regard to national social expectations - cautious in its application, but impressive in its implications'.

To create and develop an education system which fulfils these ideals and hopes teachers' organisations must co-operate not only with Trade Unions and social organisations within their own country, but to seek universal agreement on the basic social criteria which educators then must seek to introduce within their own countries. It must be remembered, however, that teachers cannot hope to change the direction of educational opportunity without the support of the parents, the students, the mass organisations of the people and the governments and therefore it is important for teachers not to propound educational theories without consideration of the historical and social realities influencing the present systems, nor is it necessary to adopt an 'all or nothing' attitude and declare that since a given state reflects a given socio-economic system, no improvements can be achieved without the overthrow of that system.

We must therefore look forward to this year's theme to see if there is a central element which might be acceptable to all nations within the global community. Thompson in his paper lists five essential elements to be served by compulsory education. We would venture to say that there should only be one - to fulfil himself within a local. national and international society.

To achieve this however, several factors must be included. We must aim to develop a sense of values which are the embodiment of all that we consider to be the ideal, and for which we as teachers must work for in our teaching, at all levels education is for life - throughout life.

We must strive for the acceptance of and respect for the moral values, religious and political aspirations, the freedom of speech and the cultural development of our fellow man. When we have achieved this we will have achieved a form of compulsory education which has internationally accepted social values and expectations. We will have become a Global Community.

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ENGLAND AND WALES

National Union of Teachers

PART A - COMPULSORY EDUCATION

1. Information regarding the scope of compulsory education

The legislative framework for the education service in England and Wales is essentially provided by the 1944 Education Act which provides a legal framework for the respective roles of central government, the local education authority, the teaching staff, the managers and governors of schools, parents and other organisations and persons concerned. The Act sets out the powers, obligations and rights of the several parties and ensures a delicate system of checks and balances between these parties.

The 1944 Act lays the responsibility for the child's compulsory education on the parent:

> "It shall be the duty of the parents of every child of compulsory school age to cause him to receive efficient, full-time education suitable to his age, ability and aptitude, either by regular attendance at school or otherwise"
>
> (Education Act 1944: Section 36)
>
> (compulsory school age refers to any child between the ages of five and sixteen years)

The duty laid upon the parent is, however, complemented by obligations and duties of other parties in the educational covenant. Under the 1944 Education Act the local authority has three fundamental statutory obligations as the provider of maintained schools in its area:

(i) to secure the availability of 'efficient education' to meet the needs of the population within its area;

Section 7

(ii) to secure the availability in its area of sufficient schools to provide full-time education 'suitable to the requirements' of junior and senior pupils respectively;

Section 8 (1)

(iii) so far as is compatible with the above obligations and the avoidance of unreasonable public expenditure, to exercise its powers and duties with regard to the general principle that pupils are to be educated in accordance with the wishes of their parents.

Section 76

In addition to these duties, the local authority is charged with the responsibility "to control the conduct and curriculum of each school". The authority may devolve this responsibility to the management committees or governing bodies of the schools in the area.

The fulcrum of the system is the headteacher, who is in effective control of the school and is responsible for the internal organisation and conduct of the school, its curriculum and teaching methods. He is in charge of and responsible for the professional work of his staff and he has to give account of his own actions and those of his staff to lay bodies in the form of parents, parent-teacher associations and, in certain cases, teachers' organisations and governors of the schools' sub-committee; to the professional element of the authority through the Inspectors and the Education Officers and their staff.

Education in England and Wales is largely a decentralised service, with substantial power and authority residing with the local education authority. However, the Secretary of State for Education and Science (at the Department of Education and Science) does possess specific powers in terms of control and organisation of the education service. Such powers include:

(1) Approval of the establishment of new schools and the closure of existing schools.

(2) Circulation of local education orders specifying the primary and secondary schools to be maintained.

(3) Formulation of regulations on special education, medical examinations and the standards of school buildings.

(4) Determination of disputes between local education authorities, and between local education authorities and school managers/governors.

(5) Arbitration between local education authorities and parents in school attendance controversies.

(6) Authorisation of the compulsory purchase of land for educational purposes.

(7) Powers of default where local education authorities or school managers/governors fail to discharge their statutory duties.

Managers and Governors - The function of managing committees of primary schools and governing bodies of secondary schools is that of "oversight of the conduct and curriculum of the school in consultation with the headteacher". The relationship between the local education authority, the governing body and the school is not difficult to define in law, but to describe the political, social and educational interaction is an exceedingly complex matter. The Education Committee and often its school sub-committee lay down the broad guidelines of educational policy for schools in the area and, within that framework, the head and staff are professionally responsible for the curriculum, discipline and general organisation of the school. At regular intervals the headteacher submits a report to the meeting of managers/governors on the activities and work of the school.

In parallel with the relationship between the school, the governing body and the LEA is a separate channel of professional communication involving the head and the staff, the advisers and organisers and the chief education officer and his administrative and technical staff. Where the professional relationship between the LEA and the Head and staff and the 'political' relationship between the governing body and the LEA are both working in the interests of the school, the results can be of considerable benefit to the staff, pupils and parents.

At the present time, the Taylor Committee of Inquiry into the Management and Government of Schools is investigating the arrangements for the composition and functions of managing committees and governing bodies and is expected to report its findings later this year.

The maintained education services are financed largely by a partnership of central and local government with approximately 60% of the financial resources spent on education being provided by central government through the Rate Support Grant. Other central government grants are made available to local authorities in the form of specific grants (i.e. grants which are paid to subsidise one particular service or part of a service and can be used for nothing else) and general or block grants (i.e. a broad form of assistance to local authorities which are not earmarked for any particular service); central government has the power to sanction loans for local education authorities in respect of capital expenditure.

Publicly maintained compulsory education exists alongside a number of fee paying private schools, although the latter cater for a very small percentage of children of compulsory school age. All private (independent) schools are required to be registered and a number are recognised as 'efficient' by the Secretary of State for Education and Science. The Union is opposed to the continued existence of such schools, which are socially divisive as they allow the more affluent and influential members of society to opt out of the local authority system of education. The Union recognises that while some independent schools provide a good education for their pupils, many have inferior provision of education. Compulsory education covers 11 years of schooling, 6 years of primary schooling (from 5 - 11 years) and 5 years of secondary schooling (from 11 - 16 years). Some local education authorities have adopted a First, Middle and Upper School system in which pupils enter the First School at 5 years, are transferred to Middle School at 8/9 years and attend Upper School from the age of 12/13 to 16+. Pupils in consultation with parents and teachers may choose to stay on at school after the age of 16 years. The percentage of pupils in England and Wales remaining at school beyond compulsory school age is as follows:

- Pupils aged 16 years 23.7%
  Pupils aged 17 years 17.8%
  Pupils aged 18 years 5.8%
  Pupils aged 19 years 0.4%
- The total percentage of pupils receiving education after the age of 16 years, both in Schools and Colleges of Further Education is 34%.

All school aged children are required by law to receive education, and provision is made for all children to attend school, regardless of parental income, physical or mental handicaps, sex or membership of ethnic minority groups. Parents are not required to contribute towards the education of the child (unless, of course, by parental choice, the child attends a private school) and may, in certain circumstances, obtain financial assistance from the local authority for payment of school meals, travelling expenses and provision of school uniform.

Since education is regarded as an essential part of the child's development, considerable provision exists to ensure regular attendance. No child is prevented from attending school for economic reasons and in certain rural areas and in the case of severely handicapped children, transport to and from school is arranged by the local authority by arrangement with the school. Where children are absent from school or are poor attenders, every effort is made by the school, in collaboration with the Education Welfare Officer attached to a particular school to secure attendance of the child. For persistent truants the local authority may make use of the powers vested in them under the Education Act 1944 and the Children and Young Persons Act 1969 to bring proceedings which will secure regular attendance.

PART B - SOCIAL EXPECTATIONS

2. Declared objectives of compulsory education

The 1944 Education Act outlines the stages and broad objectives of education as follows:

> "The statutory system of public education shall be organised in three progressive stages to be known as primary education, secondary education and further education; and it shall be the duty of the local education authority for every area, so far as their powers extend, to contribute towards the spiritual, moral, mental and physical development of the community by securing that efficient education throughout those stages shall be available to meet the needs of the population of their area."

General policy decisions are made by the local education authority in consultation with Heads and staffs of school and while the local authority is legally responsible for curriculum and organisation of the schools in its area, in practice, decisions on more specific objectives are undertaken by the Head of a school in consultation with his staff and subject to oversight by the managers/governors.

The Union believes that, within the context of the school, the broad objectives of education are:

(1) The acquisition of knowledge and skills;

(2) The retention of information;

(3) The appreciation and transmission of culture;

(4) The promotion of independent thought, the ability to discriminate and decision-making;

(5) The growth of understanding of self, family, friends and society.

The Union is aware that whilst teachers are cognisant of the above objectives and seek to implement teaching programmes to fulfil such objectives, in some cases they are unable to do so because of the lack of both financial and manpower resources. The Union has campaigned vigorously against the recent educational expenditure cuts and recognises the difficulties that many schools now face in retaining the high level of education in the face of reductions in financial budgets, cessation of building projects, dwindling resources and materials and a reduced teaching staff.

Secondary education is largely organised along comprehensive lines, with over 75% of pupils attending comprehensive schools. The internal organisation of the school, whether streamed, 'banded' (pupils grouped according to ability in individual subjects) or mixed ability is a matter for decision by the Head and staff of the school, as is the structure and content of the curriculum and the choice of subject options. Schools are concerned with the whole of their pupils' future life and not simply "preparation of children for work". Curricular changes in schools in recent years have accordingly concentrated on the development of a person's self-awareness with an emphasis on decision-making, problem-solving and self-evaluation in a variety of contexts, ranging from technology, design and craft through to moral responsibility. Such developments aim to transfer mature, thinking adults to the world of employment and are more useful to the individual in his adjustment to the post school world than any direct vocational element in the curriculum which would encourage early specialisation.

3. Criticisms of the compulsory education system

Schools are aware of the partnership that exists be-

5. Social expectations of the "output" of the compulsory education system

The Union is of the opinion that the five elements listed in Section 5, are an adequate measure of society's expectations of the school leaver but would add the expectation that school leavers should have developed abilities in mathematics and science in order that they are equipped to cope in an increasingly technological society.

. Social expectations related to practical possibilities

The Union has consistently maintained that reforms in education, the achievement of high standards and the supply of an adequate and professional teacher force will develop proportionately to the level of investment made in the education service. In the current climate of educational debate, the Union has made the point clear, both at national and local levels, that any discussion of the future aims and development of the education service should take account of the level of resources likely to be available to those charged with the responsibility of carrying out the aims of compulsory education and meeting the needs of the nation's citizens. The Union is therefore greatly concerned at the high level of unemployment amongst teachers at a time when class sizes, in some areas, exceed 40 pupils per class. The reduction of the teacher force for the 1980's through the closure of and limitations on teacher education places at, Colleges of Education and dwindling resources from local authorities for in-service education, will militate against the development of a well qualified teacher force that will be able to meet the needs of the present and future school population.

The Union is actively involved, both nationally and locally, in campaigns which bring to the attention of the public, local education authorities and central government, the effect of reductions in educational expenditure.

7. International expectations

Schools in the United Kingdom have, of their own volition, played an active role in school projects which promote international understanding and incorporate the basic elements of human rights. The teaching of human rights and international understanding is regarded by administrators and teachers alike as an important part of the child's education. Understanding and sympathetic attitudes towards individuals and minority ethnic groups are developed from the earliest stages of child's school life and are continued through secondary schooling in preparation for the child's acceptance of and participation in society, both at national and international levels. The responsibility for the preparation the child receives at school for world citizenship rests solely with the Head and staff of a school in consultation with and with the support of national and international organisations dedicated to the tween schools, local education authorities, parents and pupils and a fundamental premise of this partnership is that the parties respect the views, anxieties and rights of each other. It is largely within the context of this partnership that criticisms may be voiced and consultations can take place to overcome specific problems.

There have been however, a number of criticisms of the compulsory education service voiced mainly through the media and political parties. The predominant criticism is that insufficient attention is paid to the basic skills of literacy and numeracy and that pupils are leaving school ill-prepared to meet the demands of a technological society.

The recent focus of attention on the education service, initiated by the Prime Minister and the Secretary of State for Education and Science has, in part, led to a growing public pressure for greater lay participation in education. The Union welcomes constructive discussion on the broad aims of education and the needs of children and society in relation to the education provided by the State, but maintains that judgments and decisions on content of curriculum and teaching methods must remain the responsibility of the teaching profession. The activities of teachers have extended to incorporate a wider range of functions and responsibilities and during the last two decades teachers have assumed responsibilities not confined to helping pupils acquire knowledge and skills but including personal and occupational guidance, preparation of pupils for adult responsibilities and leisure and the removal of social class barriers by providing a greater degree of equal educational opportunity.

4. Educational reform

The Union's document "Into the 70's" contains proposals which, in the opinion of the Union, could form the basis for a new Education Act. "The purpose of such a new act should be threefold. Firstly it should verify the legislation which is at present contained in several different Acts. Secondly, it should remove legislative barriers to present development. Legislation which was once necessary for progress is so often overtaken by events and so becomes a barrier to further progress. The rigid division between primary and secondary education which has clearly become outmoded with the development of middle schools, is a case in point. A new act should remove barriers of this description. Thirdly, and most important, a new act should create an administrative framework within which future development can take place. The accent should be on growth and development. A new act should not be a vehicle for introducing untried education systems. Growth points should not be constrained within a legislative framework based upon untested theory or pre-conceived motions. New legislation should go no further than providing a framework within which free experiment can take place."

(Into the 70's - National Union of Teachers - 1969) promotion of international understanding.

The Union would stress however, that while recommendations may be made by the Central Advisory Council (e.g. in the Plowden and Newsom Reports) or organisations concerned with human rights as to the essential international elements of compulsory education, the decision to incorporate such elements in the curriculum must rest with teachers. To seek the imposition of any subject in compulsory education would be to deny the basic authority of the Headmaster and the professional judgment of his staff.

Federación de Trabajadores de la Enseñanza del Estado Español (FETE-UGT)

ENSEÑANZA OBLIGATORIA: ASPIRACIONES SOCIALES

Si queremos llegar a resultados válidos en nuestro análisis sobre la obligatoriedad de la enseñanza en el Estado Español, no podemos separar este hecho del contexto socioeconómico en que se ha producido, ni tampoco podemos aislarlo del proceso educativo en general.

La enseñanza obligatoria está determinando unos resultados muy concretos y unas relaciones profesor-alumno ajenas a las aspiraciones de los pueblos que integran nuestro Estado, y puede llegar a tener consecuencias catastróficas si permanecen los parámetros desde los cuales se programa la educación.

Estudiaremos brevemente:

1 La evolución socioeconómica de la población del Estado Español.

2. La Ley General de Educación o Reforma Educativa del Ministro Villar Palasí (OPUS DEI) en función de esa evolución. Implantación de la enseñanza obligatoria. Igualdad de oportunidades y gratuidad. Centralismos autoritarios. Pedagogismo.

3. Contrarreforma educativa. Ministros Julio Rodríguez y Martínez Esteruelas.

4. Los fines de la educación y la enseñanza obligatoria.

5. La obligatoriedad sola no sirve, hace falta una alternativa: cambiar los fines y Reforma Fiscal para poder financiar la educación.

1. EVOLUCION SOCIOECONOMICA DE LA POBLACION ACTIVA DEL ESTADO ESPAÑOL

Cuadro A)

Evolución de la distribución de la población activa (en miles de personas)

	1940	%	1950	%	1960	%	1967	%
Agricultura, silvicultura, caza y pesca	4781,0	51,9	5271,0	49,6	4803,3	41,6	3689,8	29,4
Minas y canteras	99,6	1,0	173,8	1,6	203,5	1,7	155,9	1,2
Industrias fabriles	1695,0	18,4	1904,0	17,9	2545,9	22,0	3247,2	25,8
Construcción	373,4	4,0	574,3	5,4	822,1	7,1	1065,6	8,5
Electricidad, gas, agua y servicios saneamiento	44,0	0,4	56,5	0,5	80,8	0,6	98,8	0,8
Comercio	589,0	6,3	697,7	6,5	911,8	7,9	1424,3	11,3
Transporte, almacenaje y comunicaciones	310,2	3,3	421,3	3,9	536,5	4,6	626,6	5,0
Otros servicios	1316,6	14,7	1522,5	14,6	1618,6	14,4	2264,0	18,0
Total (*)	9208,8	00,0	10621,1	100,0	11522,5	100,0	12572,3	100,0

(*) Estas cifras no son exactamente el total de población activa en cada año pues en el cuadro ha sido eliminada la rúbrica que en el censo figuraba como "no consta" o "mal especificado", a fin de homogeneizar la serie.

Fuente: INE Censos oficiales de 1940, 1950, 1960. Para 1967, Comisaría del Plan de Desarrollo.

Cuadro B)

Evolución prevista de la distribución de la población activa.

	1968	1969	1970	1971	1975
Agricultura	28,76	27,66	26,56	24,46	21,06
Industria	37,23	37,85	38,47	39,09	41,57
Servicios	34,01	34,49	34,97	35,45	37,37
Total	100,00	100,00	100,00	100,00	100,00

Fuente: Comisaría del Plan de Desarrollo.

(resaltemos el hecho de que ninguno de los cuadros tiene en cuenta la emigración, factor esencial si se quiere conocer con profundidad el proceso de industrialización).

Fijándonos en el cuadro A), observamos que agricultura, silvicultura, caza y pesca tienen una disminución de población desde un 51,9% en 1949 a un 29,4% en 1967; que industrias fabriles aumenta de un 18,4% a un 25,8%, que construcción varía del 4% al 8,5%, servicios, gas etc. aumenta de un 0,4% a un 0,8%, comercio del 6,3% al 11,3%, transportes, almacenaje etc. del 3,3% al 5% y otros servicios del 14,7% a 18%.

En 1940 existía un 23% de mujeres analfabetas y un 14% de hombres, reduciéndose a una media del 3% en 1967.

Los datos demuestran claramente que se produce en ese período de tiempo una profunda transformación de la sociedad española, que pasa de un modelo de producción precapitalista a un modelo capitalista (considerado el fenómeno de forma global, ya que quedan aún islas de producción precapitalista: Galicia por ejemplo). Se va de un modelo de relación de servidumbre casi feudal a un modelo de explotación capitalista en las fábricas y servicios. En este período de tiempo, hemos pasado de una sociedad ruralizada a una sociedad urbanizada, donde se producen focos específicos de concentración poblacional (Madrid, Cataluña, Vascongadas, Zaragoza, Valencia). A la par se produce una inexorable expropiación del capital, en manos de una clase aristocrática en unos casos, o caciquil en otros, rurales ambos, por la burguesía.

En el cuadro B) se reproducen las previsiones que manejaron los tecnócratas del OPUS DEI, fracción capitalista dominante ideológicamente en aquellos momentos. El proceso de desruralización continua y el de acumulación en industrias y servicios se mantiene.

En este contexto es donde se lanza la escolaridad obligatoria, desde 6 a 14 años de edad, uno de los principios de la Ley General de Educación.

2. LEY GENERAL DE EDUCACION (LGE) O REFORMA EDUCATIVA DEL MINISTRO VILLAR PALASI

Villar Palasí, uno de los tecnócratas del OPUS DEI, ligado a una fracción del capitalismo burgués, lanza su Libro Blanco sobre la Educación en 1969. Parte de un análisis lícito de la situación real educacional en el país, y prepara la Ley General de Educación, que es aprobada el 4 de Agosto de 1979.

Existieron una serie de medidas puente anteriores, que intentaron articular la presión social en demanda de educación: en 1964, la escolaridad obligatoria se extiende hasta los 14 años, y en 1965 se aprueba una Ley de Enseñanza Primaria. Resaltemos que la escolaridad obligatoria no se cumplió con estas medidas por absoluta imposibilidad material. El impacto social de la obligatoriedad fue a partir de la LGE.

Esta LGE es una respuesta de la burguesía ante las modificaciones que la sociedad está sufriendo. Pero no es una respuesta directa de esa burguesía, sino que es una expresión, a través de élites tecnocráticas, de una parte de esa burguesía, que está expropiando, en un fabuloso proceso de concentración, la facultad de decisión primero, y el capital después, a otras fracciones. De hecho, desde la misma burguesía considerada de forma global hubo críticas pidiendo prudencia, por ser un proyecto muy avanzado.

A la par, la Ley fue atacada desde la extrema derecha (Fuerza Nueva). Este grupo, que pretende mantener privilegios feudales frente al cambio social, fundando sus argumentaciones en los conceptos de tradición, familia, nacimiento, herencia, señorío, religión, etc., se opone a la igualdad de oportunidades, a la enseñanza obligatoria que la LGE pretende implantar y la irrupción, a todas luces triunfalista y demagógica, según se desprende del más simple análisis de la Ley, al bienestar que la posesión de la educación lleva consigo.

"Se pretende que la enseñanza media y superior no queden reservadas a los señores, y la reforma aparece como una puerta abierta" (Ignacio Fernández del Castro, Reforma Educativa y Desarrollo Capitalista).

La ley, en conjunto, es un elemento que racionaliza una nueva formación social y un nuevo modo de producción. Rompe con una situación casi feudal, en el que el origen familiar es determinante, e intenta interponer la educación como medio de progreso social. Sería interesante analizar como la Ley se apoya en la pequeña burguesía con el principio de igualdad de oportunidades, y como en los desposeídos, con la gratuidad. El desarrollo de este punto escapa a este trabajo. Si podemos afirmar rotundamente que la obligatoriedad respondió, según los discursos del Ministro, a la decidida voluntad de culturizar el país.

Pero, y esto es lo más importante, la Ley intenta adecuar a la tecnología moderna industrial la mano de obra necesaria para manejar las máquinas, aumentando el nivel de vida de las clases trabajadoras y dejando intacta la posesión del capital. Aparentemente asume las aspiraciones sociales, ocultando la distribución de las plusvalías, bajo el concepto de igualdad de oportunidades, favoreciendo la concentración de capital en menos y sectores muy determinados.

Igualmente facilita el aislamiento de la clase trabajadora, ya que ésta queda desbancada en el proceso educativo, dando una base y un barniz democrático a la práctica burguesa. Pero de hecho la igualdad de oportunidades no es tal y la escolarización obligatoria es un remedo de lo que tiene que ser una enseñanza racional - analizaremos este punto en 4.

La igualdad de oportunidades queda mediatizada por recortes contínuos a los presupuestos de becas, por la cuantía mínima de éstas, y por una enseñanza en E.G.B. no adecuada al medio socio-económico-geográfico del alumno, imponiendo el uniformismo obligatorio o centralismo autoritario.

"A las nueve de la mañana sabe el Ministro de Educación Pública que todos los niños leen, escriben o calculan; pero ¿tienen todos los niños, también los profesores, el mismo deseo a la misma hora? ¿Porqué no dejar al profesor la iniciativa de hacer lo que le parezca, ya que ha de conocer a sus alumnos mejor que el señor Ministro o cualquier burócrata, y debe tener la libertad necesaria para arreglar la instrucción a su gusto y al de sus discípulos? La misma ración para todas las memorias, la misma ración para todas las inteligencias; los mismos estudios, los mismos trabajos (leído en Ajoblanco).

Esto es tan cierto que hasta las diferencias de lengua, en España, han sido olvidadas. Al sistema da lo mismo que un niño sea gallego, o extremeño, o catalán, siendo su realidad lingüística distinta. Es lo mismo que un niño de 6 años tenga que estar una hora antes de empezar la jornada esperando un coche bajo la lluvia en pleno campo, que el cómodo desplazamiento en las ciudades. Tampoco tiene en cuenta que el nivel de conocimiento del lenguaje sea distinto según el niño sea del agro o de la ciudad, burgués o proletario, asturiano o andaluz.

En el aspecto de los conocimientos y las didácticas, tenemos que resaltar que la Ley parte del hecho de que un niño a los 6 años ya tiene que saber leer. Sin embargo, la educación preescolar no existe en el agro y escasamente en las ciudades. Evidentemente, los niños empiezan la escolarización obligatoria con un gran desfase según su provinencia, convirtiendo ya desde el inicio en nulo el principio de igualdad de oportunidades tan aireado por el M.E.C.

La serie de estímulos que recibe un niño de un medio socioeconómico alto lo preparan - aunque no asista a preescolar - a través de juguetes, cuentos, conversaciones, aprendizajes, espontáneos y experiencias, para su inserción en la escuela, transmisora de los valores culturales que imperan en su hogar. El niño de clases trabajadoras, y no digamos del agro, llega a la escuela con un bagaje cultural distinto - o nulo bajo el punto de vista del sistema - enfrentándose con valores nuevos, con vocabularios diferentes y con una cultura extraña en el caso de las nacionalidades.

El factor ambiental es implacable y opera selectivamente desde antes de la E.G.B. No digamos desde la escolarización obligatoria, desde los 6 años, donde se exigen calificaciones sin tener en cuenta la madurez.

Paralelamente a esta problemática está operando en la Escuela el "pedagogismo". Actitud, potenciada desde el M.E.C., de hacer creer que introduciendo leves cambios didácticos en las aulas y los centros - fichas iguales para los alumnos de curso, evaluación contínua, estructuralismo hasta límites insospechados, etc. - se estaba modificando en esencia la educación. La práctica diaria de las enseñanzas empieza a demostrar hasta qué punto ha sido engañado el país. La misma práctica demuestra hasta qué punto el "pedagogismo" ha convertido en "martirio obligatorio" para el alumno la escolarización obligatoria.

3. CONTRARREFORMA EDUCATIVA

Si somos objetivos, la involución sobre el Libro Blanco de Villar Palasí no empieza con estos ministros; con ellos es cuando se hace patente, pero se inicia en el momento en que la LGE se empieza a discutir en las Cortes, debido a:

1. La Ley se formula con ambigüedad, dejando que disposiciones de rango inferior la desarrollen y la interpreten.

2. No se realiza un estudio financiero para abarcar con seriedad las aplicaciones de la Ley: construcción del número suficiente de centros y su correspondiente dotación para escolarizar hasta los 14 años.

3. No se lleva a cabo una Reforma Fiscal que permita obtener fondos para financiar la gratuidad y escolarización (las consecuencias de este punto y el anterior las estudiaremos en 4).

4. Se mantiene la organización autoritaria con una ausencia total de democratización y de controles sociales.

5. No se preve la creación de verdaderos mecanismos que impulsen los objetivos de la Reforma. Señalaremos la indefinición del INCIE y los ICES, esencialmente llamados a ser los impulsores de la misma.

6. Se deja a las mismas personas en zonas claves del aparato educativo.

7. Para disminuir los costos de la escolarización obligatoria hasta los 14 años, se transvasan 4 cursos del Bachillerato, cuyo profesorado son Licenciados con sueldo relativamente alto, a la E.G.B., impartidas por Maestros con sueldo mucho más bajo y mayor horario de trabajo en las aulas. Maestros que actualmente no tienen una prepación adecuada.

Partiendo de estas consideraciones, se comprende el incumplimiento de las partes más positivas de la Ley.

En este período se inician claramente los decretos y medidas regresivas, que tendrán el máximo exponente en Martínez Esteruelas; se suceden órdenes y contraórdenes, se improvisa, y el aparato escolar cae en una situación caótica que desemboca en la primera huelga de maestros desde 1939. Un ejemplo de estravagancia es el "calendario Juliano" concebido por el ministro Julio Rodríguez: arreglar la enseñanza comenzando el curso en Enero en vez de Octubre-Septiembre.

En definitiva estos dos ministros entierran algo que había sido condenado de antemano.

Este período de descomposición de la enseñanza, reflejo de la descomposición de la Dictadura, es el punto de arranque de la toma de posesión de enseñantes y pueblo ante las contradicciones de la burocracia del M.E.C. Se empieza a exigir que se cumpla con la gratuidad y la escolarización obligatoria.

Concretemos datos: según Jesús Cambre Mariño en 1975 (La problemática educativa en Galicia), manejando datos oficiales, indica que la escolarización preescolar es de 17% de la totalidad de los niños de esa edad en Galicia, y se señala una cifra de 400.000 niños de edad escolar, de los cuales sólo 300.000 están en E.G.B.; en algunas ciudades andaluzas los maestros en paro se lanzan a la calle a dar clase a los niños sin escolarizar - mientras las autoridades juran y perjuran que la escolarización es total (informe de la Coordinación de Maestros); en 1974, Pamela O'Malley, en un estudio publicado en Cuadernos para el Diálogo, calcula que en Madrid, con cifras por defecto, hay 280.000 niños sin escolarizar. La enseñanza obligatoria es todavía un mito.

El triunfalismo con que fue presentada la Ley y el descubrimiento de las contradicciones y fracasos de la fracción burguesa en el poder fue verdaderamente un punto arranque primero y después de toma de conciencia, por parte de la sociedad, de la situación que enmascara la Ley.

Esta toma de conciencia se ve reforzada por la fabulosa ayuda que está recibiendo la empresa privada de enseñanza: 12.000 millones de pesetas en el curso de 74-75, 18.000 millones en el curso de 75-76, 24.000 millones en el curso de 76-77. Se calculaba en la Asociación Católica de Maestros de La Coruña que se podrían haber construído unos 30 centros de E.G.B. según los módulos del Ministerio en cada provincia española. En unos tres años estaría resuelta la escolarización. La situación ha sido ampliamente denunciada, sin tener eco por parte de la Administración.

Es de prever que estas ayudas aumenten pues a) el ritmo de construcciones escolares estatales no cubre las necesidades de escolarización, b) la empresa privada de enseñanza cubre parte de las necesidades de escolarización, argumento que utiliza continuamente para que le sean aumentadas las subvenciones, amenazando con el look-out, c) manejo del principio de gratuidad y libertad de enseñanza como medio de chantage ante la Administración.

La situación, de la que es consciente nuestro pueblo trabajador, es germen de protesta contínua. Resulta intolerable que reciban ayuda los centros donde van los hijos de la burguesía, los que poseen mayores medio económicos, mientros los centros estatales estan faltos de los medios más elementales, y ní siquiera se construyen los necesarios.

4. LOS FINES DE LA EDUCACION Y LA ENSEÑANZA OBLIGATORIA

"El problema es, evidentemente, cual es el fin de la educación. O bien se trata de hacer individuos conformistas, que aprenden todo lo que las generaciones anteriores saben y que repiten lo ya adquirido, o bien el objetivo de la educación consiste en formar personalidades con iniciativa, que en cualquier terreno, amplio o parcial, de su profesión, sean capaces de inventar en lugar de limitarse a repetir. (Piaget).

Nuestra enseñanza obligatoria, la gratuidad y la igualdad de oportunidades, bases de la Ley G.E. no contemplan en absoluto el problema que nos expresa Piaget. Se limitan a capacitar para actuar con medios tecnológicos nuevos y a formular levemente la necesidad de la creatividad, ahogada como hemos visto dentro del aula.

Menos aún contemplan la necesidad de que la invención vaya acompañada de la crítica, por lo demás proscrita en el sistema, y de la transformación social, partiendo de aportaciones nuevas.

La Ley, que ha pretendido ocultar la calificación de mano de obra, un cambio rápido de la fuerza de trabajo, con sus mencionados principios bases y racionalizaciones, tenía y mantiene, aunque cuestionados por el pueblo, unos fines claros:

1. Uniformismo escolar, como forma general de conducta.

2. La necesidad de reproducción ideológica y de dominio de un capitalismo ascendente que triunfaba en aquellos momentos sobre unas fracciones de la burguesía en el momento de transición del precapitalismo, como ya hemos visto anteriormente.

"Una parte del alumnado está destinado a incorporarse rápidamente al trabajo. Otra parte, mucho más reducida, cursa el bachillerato y, a partir de aquí, unos se incorporarán al trabajo, y una mínima parte a los estudios superiores, a los cuales no acceden los más capaces, sino los hijos de la alta y media burguesía" (Equipo de Estudios de Cuadernos de Pedagogía).

Luis Gómez Llorente afirmaba en 1973: "Siempre me ha sorprendido que los tradicionales programas de las asignaturas, y más aún de los planes de estudios, no fueran acompañados de una clara definición de los objetivos que se proponían cumplir con las respectivas enseñanzas, y desde luego nunca iban acompañados de un análisis que justificara la concordancia entre el contenido de los programas y aquellos fines. Lo cual no supone que los rectores de nuestro sistema educativo carecieran de una cierta concepción de los objetivos, sino que al mantenerla implícita, o inexpresada, no la sometían a discusión."

La afirmación es correcta: hemos vivido con unos fines de la educación hurtadas a la crítica y encubiertas con medidas, como las que estudiamos, que aparentemente llenaban las aspiraciones sociales.

Hoy el tiempo historico cambia aceleradamente y las voces que surgen del seno del pueblo trabajador piden algo más: una educación concientizada, liberadora, transformadora...

No tiene sentido hablar de enseñanza obligatoria si ésta sólo sirve para conseguir una fuerza de trabajo uniforme y acrítica; cambiando los fines es como tendrá sentido y colmará las aspiraciones sociales. Unos fines que sirvan a toda la sociedad y no a una fracción de clase burguesa.

La lucha va a ser larga, porque en la cúspide del capitalismo español se está produciendo una nueva lucha por el poder: la ultraderecha - restos de feudalismo - los continuadores del franquismo, y el capitalismo a la europea - los reformistas. De telón de fondo, las fuerzas democráticas que cada día van conquistando parcelas de libertad, la marejada popular que asciende desde el silencio y las catacumbas de 40 años de dictadura.

Se adivinan cambios en la Enseñanza; no tardarán mucho tiempo, porque la situación se hace insostenible en los centros, igual que ocurre con la política en general. Las fuerzas democráticas han asumido lo expresado en el Congreso del PSOE en 1918: "La Escuela Primaria Pública será gratuita, alejada de todo dogmatismo en materia política y religiosa, y obligatoria...".

En este sentido, la Escuela Pública es como darán la batalla las fuerzas democráticas y en especial FETE.

Traemos como muestra unos fragmentos de "Bases para una opción educativa en Galicia" del colectivo de FETE en Galicia.

La Escuela Pública y la Enseñanza Superior.

Los Centros de enseñanza no son la única alternativa en educación. Los medios de comunicación y la calle son determinantes también, de aquí trasciende la necesidad de que los centros de enseñanza sean un foco de cultura y no un foco de opresión más. Deben irradiarse en nuestros barrios y nuestras aldeas.

La información que imparta el medio escolar no debe estar supeditada exclusivamente al enseñante. Los técnicos agrarios, ganaderos, industriales, de pesca, etc. deben trasladar al ambiente escolar los problemas y las soluciones técnicas de la producción en Galicia.

Al mismo tiempo, los alumnos deben salir de las aulas para conocer esos problemas en los centros productivos y de investigación. La enseñanza está en las fábricas, en los campos y en las calles.

Los principales instrumentos para penetrar en la realidad que se utilizarán en la enseñanza serán la objetividad, el análisis y la crítica. Esta es la única manera de que lo realmente científico desplace a lo mítico y mistificador.

La Escuela Pública y la Universidad, que serán autónomas y no estatalizadas, serán eminentemente prácticas y, en lo posible, debe ser introducido en ellas el trabajo productivo como elemento integrador.

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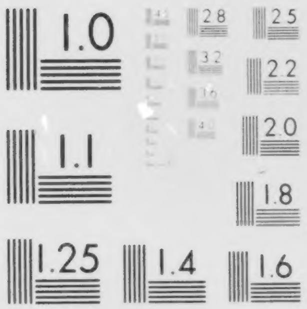
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MICROCOPY RESOLUTION TEST CHART
NATIONAL BUREAU OF STANDARDS 1963-A

Su ambiente será estimulante, no de represión y eliminará dentro de sí los monopolios y los monolitismos. ¡Fuera de ellas el autoritsrismo!

Será una escuela y una enseñanza desburocratizada.

Las asambleas y los debates serán una forma normal para los alumnos de autoeducarse. Es dejando que la gente se exprese y se entienda entre si que puede surgir la cooperación. Y Galicia está necesitada de un amplio movimiento cooperativo. Es en la escuela, en los primeros años, cuando se adquieren los hábitos de respeto y trabajo junto a los demás. Esto tenemos que asumirlo los enseñantes para que sea una expresión normal de la educación.

Los reglamentos disciplinarios deben ser elaborados por los propios alumnos.

Sus bibliotecas estarán abiertas a todo el pueblo y ofrecerán sus locales a las manifestaciones culturales, políticas o religiosas de la colectividad.

La dirección será colegiada elegida democráticamente por el Comité Escolar, compuesto por alumnos, padres, fuerzas productivas, claustro, y podrá ser revocada, también democráticamente, por el mismo Comité.

El Comité de Educación de Galicia será el Organismo de planificación democrática. En él estarán reflejados con voz y voto todos los Comités Comarcales. Es desde ese Organismo que se planificarán los contenidos mínimos de conocimientos a los que se habrán de supeditar los centros de enseñanza. Pero el camino a seguir para llegar a ellos corresponderá a los propios centros y a los Comités Comarcales de acuerdo con la realidad socioeconómica de dicha comarca, son las colectividades que por lo tanto deben decidir y por consiguiente responsabilizarse de la educación. Este Organismo de planificación será asimismo el encargado de la distribución de fondos y de fijación del volumen de alumnos en los centros, al igual que la distribución territorial de los mismos.

La alternativa real que debe ofrecer la Escuela Pública y la Enseñanza Superior es la capacitación de los individuos en los sentidos siguientes y sus variantes:

conocer,
comprender,
analizar objetivamente,
criticar libremente,
toma de propias decisiones y autocontrol,
respeto de la opinión ajena,
toma de decisiones en grupo,
aplicar, actuar, trabajar,
creatividad en las aplicaciones y actuaciones,
sintetizar,
expresar
relacionar
coeducar
dar información sexual objetiva.

La consecuencia de estas capacidades son un desarrollo de nuestras premisas: hombre, trabajo, sociedad, cultura. La forma técnica de llevarlas a cabo, asi como ellas mismas, pasa por el debate público y la expresión libre de las fuerzas sociales, al igual que por el reciclaje y formación del profesorado (este aspecto se desarrolla en capítulo aparte).

Opinamos que la Escuela Pública no se construirá de la noche a la mañana; es intentando construirla desde ahora que podremos llegar a ella.

Los centros de enseñanza son un SERVICIO PUBLICO y por lo tanto no cabe que sea entregada ninguna subvención a las empresas privadas de enseñanza.

La enseñanza será gratuita en todos los niveles y en todas las actividades y materiales usados. Este es un punto clave para exterminar las discriminaciones clásicas y el único camino para comenzar a ofrecer una igualdad de oportunidades a todos los ciudadanos. No obstante, la verdadera consecuencia de una igualdad de oportunidades se conseguirá cuando se ofrezca una enseñanza y una educación adecuada al contexto social y que supla las terribles desigualdades lingüísticas, hábitos, estructuras mentales, etc. que se observan entre campo y ciudad, burguesía y proletariado. Lo que hoy ofrece la enseñanza juega siempre a favor de la ciudad y la burguesía.

Es enteramente imprescindible que en las escuelas funcione un gabinete sicopedagógico. Y que los centros de enseñanza se conviertan en centros de investigación.

Habrá que hacer desaparecer las barreras entre el trabajo manual y el trabajo intelectual ocasionadas por el desprestigio del primero en la sociedad actual. Por lo tanto la enseñanza integrará la formación teórica y la formación manual.

Se respetará el derecho a la iniciativa y la experimentación tanto de los profesores como de los alumnos.

Será una escuela laica y desestatalizada.

Sobre los enseñantes

El enseñante es un trabajador, no un funcionario burócrata, ni una élite. No es depositario de la verdad absoluta. Es un hombre más de la comunidad.

Partamos de un hecho: lo que educa no son los conocimientos, son las finalidades, las actitudes y los métodos con los que fueron transmitidos los conocimientos, como fue ejercida la autoridad y la crítica, como fue analizada la realidad y como se realizaron las acciones. La Escuela Pública se define por el Maestro-compañero.

El Maestro-compañero es el verdadero educador. El sabe que la autoridad la ha recibido de la verdad, aunque esta sea relativa, de la objetividad y la conciencia. Es testigo crítico de los valores artísticos, científicos, técnicos y culturales de su pueblo.

Es amigo, ni fiscal ni juez.

Jamás pegará.

Comprenderá que lo que hace por los alumnos tiene que ser hecho con ellos, no por encima y a pesar de ellos. Estará en función de los alumnos y no los alumnos en función de él.

Su misión no es aprobar o suspender: es extraer y potenciar lo mejor que cada chico tiene dentro de sí.

No "enseñará" sino que animará a aprender y a investigar.

El enseñante no es un servidor de su pueblo, no una casta que transmite cultura y conocimiento. Su actuación, al ser pública, señala una pauta de su conducta social, y por lo tanto su actuación tiene que ser eminentemente demócrata, lúcida y objetiva.

No hará proselitismo dentro del grupo-clase, dará a conocer las opciones sin esconder la suya.

Su participación en el proyecto global educativo es ser el animador sociocultural, el iniciador de un proceso dialéctico en el contexto social donde trabaja y planteará análisis y acciones tendentes a controlar democráticamente el centro para ir iniciando la autogestión.

Será un profundo conocedor crítico de las realidades socioeconómicas de Galicia.

Fomentará por encima de todo la cooperación y el trabajo en equipo, relacionándose con el trabajo productivo para que éste se refleje en el centro. Animará a estos sectores para que participen en la tarea educativa.

El profesorado se articulará en un cuerpo único. Su articulación deberá ser planificada por el último profesorado.

A este cuerpo deberá corresponder un estatuto, el cual deberá a igual manera ser confeccionado por él.

Cursos y ciclo

Citamos textualmente: "Nuestro propósito es que los alumnos recorran cada año, no una parte de cada enseñanza, sino el dominio íntegro de todas, aunque en muy reducidos límites al comienzo, y ampliando estos límites en todas las direcciones, es decir ganando sucesivamente en extensión, elevación y profundidad" (Memorias de la Institución Libre de Enseñanza, 1880).

Esta medida fué acompañada de otra más radical, que fue colocar a cada alumno en el curso más adecuado a su nivel de instrucción cualquiera que fuese su nivel oficial de estudios.

Ambas medidas supusieron la fusión de la entonces enseñanza primaria y secundaria. Es decir se estructuró por primera vez el ciclo único hasta el final del bachillerato. A partir de este momento los éxitos del ILE fueron fulminantes.

A esta experiencia pedagógica asistió como alumno Besteiro.

Creemos que se debe volver a este planteamiento base: ciclo único, enseñanza cíclica y colocación de cada niño en su nivel de instrucción sin encorsetearlo.

Al mismo tiempo consideramos que la primera etapa de la E.G.B. programada por cursos como está ahora, con calificaciones desde los 6 años, es antipedagógica y asocial, máxime cuando no existen centros preescolares. Este es uno de los medios con los que el sistema selecciona desde la niñez, porque los procesos de aprendizaje dependen de la maduración y no pueden ser programados por edades cronológicas, como está sucediendo en el aberrante sistema actual.

Consideramos que el agobio escolar de las calificaciones y la rigidez de los programas caen con su total intensidad sobre las zonas rurales y los barrios de obreros, donde ya desde los seis años se está oficialmente frustrando y castrando a los hombres de mañana, así como el progreso de Galicia.

Metodología

1. que cada niño y cada alumno camine a su propio ritmo
2. que existan proyectos donde se trabaja socializadamente
3. que el niño o el joven se sienta promotor de sus propias acciones, tanto individualmente como colectivamente
4. que exista en el ambiente escolar absoluta libertad de expresión
5. que los proyectos tengan conexión con la realidad social del entorno
6. que el trabajo "manual" y el trabajo "intelectual" tengan el sentido de "expresión del hombre" y no de diferencia de clase o de diferencias de inteligencias.

Sabemos que nada de esto será realizable si antes no partimos de una Reforma Fiscal, hecha en profundidad, que redistribuya las rentas, si no se realiza una profunda democratización en la enseñanza y si no hay enseñantes dispuestos a luchar por su pueblo.

La enseñanza obligatoria continuará siendo almacenamiento obligatorio si no se afronta la construcción rápida de nuevos centros, y sus dotaciones correspondientes. Esto no será posible si el dinero continua circulando por los cauces que lo está haciendo hasta ahora.

La Coruña, a 11 de Abril de 1977.

Fiji Teachers' Union

Broad aims of the educational system of Fiji are:

(a) To provide a balanced programme of education for the full development of children as individuals in a changing society, taking into account their abilities, interests and aptitudes;

(b) to develop Fiji's human resources in such a way as to guide all citizens towards satisfying productive employment, in accordance with national needs, thereby accelerating economic development;

(c) to encourage a greater sense of national awareness, self-reliance, and pride in being a citizen of Fiji;

(d) to promote the cultural identity and social advancement of Fiji and its people amidst increasing contact with the outside world.

The Ministry of Education, Youth and Sport hopes to achieve these aims on as wide a scale as possible. To do this it hopes to continue re-evaluation of structure and the curriculum and expand the coverage of school system. Thus the educational system's contribution has to be seen not only in the light of broad educational aims but national objectives as well. Role of education system can be extended to rural development, distribution of income, slowing the migration to urban areas and youth employment.

The Government of Fiji hopes to ensure that an appropriate form of education is available to each and every citizen of Fiji. To succeed in this it has laid seven long-term aims:

(a) To provide ten years of education for every child who wants it, with a further two years for those whose Form 4 performance indicates that they can cope with Form 5 and 6 work;

(b) to continue to improve the quality of the teacher education programme;

(c) to staff primary schools wholly by trained teachers and to achieve an acceptable pupil-teacher ratio in all schools;

(d) to improve the quality of education through increased provision of books and equipment as well as through curriculum revision;

(e) to continue to expand the provision of fee-free education in classes 1-6;

(f) to continue to find ways and means of improving areas of education of Fijians;

(g) to align technical and vocational education with the manpower requirements of the economy.

Fiji has no national compulsory education system as yet and there is no complete free education as well. Before 1966, however, the Native Affairs Board had its own laws to compel every Fijian (native) parent to send his school-age child to school, failing which the parent was fined or put into prison. After 1966 philosophy of compulsory education was not authoritative but obligatory and voluntary. Perhaps parents began to see that to educate their children was necessary and advantageous. Despite this, around 1966 large numbers of children left Primary and lower Secondary schools at nearly all levels but by 1974 the situation was much improved with more than 94% of all children remaining in Primary school, 84% remaining in Forms 1 and 2 and 56% remaining in Forms 3 and 4.

1974

Primary age children	No. in School	No. Not in School
130,401	123,043	7,308

% Not in School	% in School
6%	94%

With active family planning campaigns population growth has been slowing down. This meant that the number of children for classes 1-6 will be fairly static and for Forms 1-4 there will be moderate growth. Therefore, high percentage of Primary school-age children in school can be expected to go even higher. The fee-free schooling for classes 1-4 (1977) will also help this situation as will the expansion of schools in isolated areas.

With the foregoing in mind it seems that although compulsory education is ideal and advantageous it will give very slight effect to put more children into school in Fiji context where about 96% of primary children are already in schools. Some of the children who are not in school at the moment have reasonable valid reasons. They are either geographically isolated, far away from schools, thus have transportation problems; or they have formed a negative feeling to go to school because of dislike of their teachers, friends, classrooms, books, curriculum and school environment. In this case it is doubtful whether compulsory education will be helpful. What we need are motivation, encouragement, personal assistance. and improvement in teaching-learning processes.

Furthermore the main objective for Fiji's primary education in the Seventh Plan (1976-1980) period are:

(a) To further improve and broaden the curriculum by including a new range of subjects in order to instill a greater social and national awareness among children;

(b) to continue to reduce the financial burden on parents by extension of fee-free education in Primary schools, and hopefully into lower Secondary school classes if funds are available;

(c) to maintain at least at the 98% level the proportion of children age 6-11 attending school full-time, and to raise to the same level the proportion of children of 6-13 years old attending school. (The figures for 1974 were 97.8% and 94.4% respectively, though these may have to be adjusted slightly in the light of the 1976 Census).

These aims and objectives will broaden and diversify our curriculum, accelerate and modernise our examinations, improve the quality of teacher training and expand schools. The result will be more school-aged children attracted to schools. Perhaps these are some of the reasons why, when the political parties, service organisations, social associations and even teachers' organisations say that Fiji should introduce compulsory education, the government sees no validity for it. On one hand, it says there is an economic problem and on the other hand compulsory education will mean 'policing' education. Alternatively the government has been giving fee-free education for all class 1 pupils of Fiji in 1974; all class 2 in 1975; all class 3 in 1976 and all class 4 in 1977; and will continue with this for all class 5 in 1978 and all class 6 in 1979. Other financial assistance comes to schools in the form of free issue of textbooks, duty free equipment, and remission of school fees both fully or partly. It is now clear that compulsory education is expected by the people and needed in Fiji in the Forms 1-2 and 3-4 levels.

Although the society expects their government to give them free primary education they are hopeful that the progress of fee-free education, which has reached class 4 this year, will give them free primary education by 1979. At least they will see the start of free secondary education by early 1980. As for compulsory education the people of Fiji feel that no amount of compulsion will bring the primary child into school. They expect the government to put out vigorous campaigns, to explain to the people about the needs and values of education, and to promote understanding of compulsory education. Although these have not been done, the people of Fiji have learnt a lesson and have fully realised that their children need to be educated if they want to lead a respectful and proper life in future. Hence, the high percentage of attendance in the Primary schools. So it can be said that at least primary education in Fiji is compulsory without any law or enforcement from the authorities.

This understanding does not include those few people who either because of sociological or economical factors cannot keep or are not able to keep their children in schools. These include children of broken homes, alcoholic parents, poor parents and illiterate parents. For this minority even if education is legislated to be compulsory and free it would not make much difference.

There is no doubt that compulsory education is an ideal system not so much for class 1 to 6 of Primary schools but for Forms 1 to 4 of the Secondary schools of Fiji. In fact the Government of Fiji has this as its long-term objective and they say they will introduce it when they can afford it economically. Perhaps when every child is able to reach school with no inconvenience to him or to the parents. On the other hand some parents (16%) believe that class 8 or Form II education is enough for their children to go into their parents' trade or other accomplishments. Thus they ask their children to stop going to school. These kinds of parents increase in number (42%) when their children reach Form 4 level.

It is now necessary to say a few words about the country's education system. Our education system is centralised. There is a Ministry of Education, Youth and Sport which is the political wing of the government charged to look after the general educational innovations and developments of the children, youth and adults. The Government pays most of the teachers, gives grants for buildings, materials and teachers and even runs a few of its own schools. Most of the schools are run by School Committees consisting religious, charitable and other organisations. With an exception of these schools our education system is entirely a public system of education and there seems no necessity to change this at this moment. There are about 800 schools scattered over 55 different islands of Fiji groups. These are staffed by over 6000 teachers 75% of whom are trained.

These children are vulnerable and need more time in schools to learn appropriate skills and if they are left on the streets, or farms and in business to learn the harder way or while in practice they are frustrated. It is here that Fiji needs to put some form of compulsion to keep students at school by diversifying and making education an inter-related system.

The emphasis of associations, organisations, clubs and political parties are in this area, when they ask for compulsory education in Fiji. The society too expects this development because it is here that the most is needed.

In 1974 the number of 6-13 year olds attending school dropped by 7300. This drop in number increased in 1975 and 1976 to approximately 9000. It was because of this a Royal Commission was set up in 1976 to study the reason for truancy in schools.

Among its findings the committee felt that the method used in keeping attendance registers needs close attention. They also felt that school was not attractive enough to motivate or encourage children to attend school. Of course, there were a number of distractions from school work.

The committee further felt that pupils' illegitimate absenteeism should also be looked at in relation to teachers' illegitimate absenteeism; sickness, late return or early departure at weekends.

There is not enough communication between teachers and parents in relation to the progress, attendance and work of pupils. There is a definite need for parental education in identifying their role as parents complementing the work of teachers as educators.

The committee found out that some excessive and unnecessary punishment and ridicule also discouraged children from attending school and eventually opting out of the school system.

Chapter 5 of the Report contains 16 Recommendations. The committee feels that there is a definite need for a coherent national plan of education for Fiji. The Recommendations read as follows:

5.1. From information received by the Committee, it seems evident that there is a definite need for a coherent national plan of education for Fiji. The Committee realises that the process of education in any country is a partnership venture between parents, children, teachers, the Government through its Ministry for Education, and the society. Each partner's role is of equal importance. When one weakens, the pressure is reduced and education suffers. The Committee does not believe that compulsion is the answer to an effective system of education. Rather, the committee hopes that in its recommendations, each partner is motivated as to its role in education for a developing nation.

5.2. The Committee therefore recommends:

1. (a) That the Government appoint an Education Commission to provide an overall national plan of education for Fiji in relation to the country's present and future needs.

   (b) That the Education Commission consist of: 9 members, of which at least one should be drawn from the University of the South Pacific, one from the Ministry of Education; two or three of the members to be recruited from outside the Dominion but must have had the experience of such an exercise in countries similar to Fiji.

2. That available resources must be deployed to help education programmes especially in the field of adult education and in order to do this we recommend:

   (a) That Government issue directives as a matter of policy, that different departments visit areas as a team, taking into account the demands made on rural communities by church and local traditional obligations.

   (b) That adult and parental education be given high priority and that an officer already in the Ministry of Education be given special responsibility in this field of education and to co-ordinate the programme of work in all parts of Fiji.

(c) That a handbook entitled "Guides for Parents", embracing parental responsibility relating to the education of children (prior to and after enrollment at school), be prepared by the officer in charge of adult education and be made available in English, Fijian and Hindi.

(d) That education field staff (with the help of teachers in the areas) be directed by the Minister for Education to conduct group discussions in villages and settlements as part of their duty when on tour.

(e) That the officer responsible for adult education enlist the help of the communities and groups already in existence, to provide adult education in urban and rural areas e.g. women's groups; religious and service organisations; professional bodies.

(f) That the officer responsible for adult education liaise, co-operate and enlist the help of the radio and the press in promoting adult education.

(g) That parent/teacher associations be encouraged in schools and that heads and teachers of school, as well as trainees at the Teachers' College must first be guided as to how to motivate the community into forming such organisations.

3. That the Ministry for Education liaise with the Ministry for Communications, Works and Tourism, in relation to bus schedules to meet with children's school hours, especially in rural areas. Where it is uneconomical for the bus proprietors to operate school buses, the Transport Control Board be asked to grant licences to village co-operative trucks (with the provision for adequate and safe seating) to operate as a suitable service for children who have to travel distances to and from school by road.

4. That the Minister for Education request the two professional teachers' organisations to re-look at teachers' attitudes to work.

5. That technical and multicraft centres not be set up haphazardly, but the needs of the particular community be taken into account in their establishment.

6. That, where appropriate, the employment (at a nominal rate) of available and experienced yet untrained people at multicraft centres and schools be considered.

7. (a) That technical workshops in the private sector be requested by Government to assist in technical training of school children where such facilities are not offered by the school.

(b) That appropriate provision be made in Part VIII (Apprenticeship and Training) of National Training Act, 1973, to enable such training to be given to school leavers at rates of remuneration and conditions of employment commensurate with the type of training and employment.

8. That Government speed up the decentralising system of obtaining birth certificates, especially in the case of records relating to children reaching school age.

9. That because of the major role being played by the private sector in education, the Ministry for Education should liaise closely and enlist the co-operation of the private sector before making any major changes in the education procedure.

10. That school committees and organisations be required to send to the Minister for Education all information in relation to extra levies, e.g. special building funds required of children attending their school.

11. That the possibility of a system of zoning schools be investigated.

12. That a programme of community involvement be arranged for Secondary school students to work in the villages and settlements as part of service to the community.

13. That the system of keeping attendance registers be clearly stated to schools. Attendances for the school day need to be recorded first thing in the morning and just before dispersal in the afternoon.

    Specialist teachers taking different classes throughout the day need also keep a register class by class.

14. That the Government take steps to provide the teaching of both Hindi and Fijian as third languages, at least to conversational level, and in time to include them as language subjects for internal or external examinations.

15. That Government make available special hours in the mornings for school children's requirements for medical treatment as out-patients at health clinics and hospitals.

16. That provision be made for the Education Commission recommended at 1. (a) above, to review Fiji's education system every five years, or sooner if necessary, in order to ensure that the education system is achieving its goals in providing for the needs of the country.

There is no legal or authorised machinery to ensure that all school-age children are in school. This is only done by the two teachers' organisations and other service clubs or churches when they preach this idea, publicise and pass on the information and encourage the parents to send their children to schools. As their contribution towards compulsory education, these organisations provide funds to pay for the fees and costs of those children who have to pay higher travelling costs due to geographical factors and/or those who are economically deprived and cannot pay school fees and other educational costs. Of course, the Ministry of Education also participates in this but their contribution is minimal when compared with others mentioned above.

Our secondary education system favours those who can economically afford education and those that are academically advantaged to pass various terminal examinations. Those who are poor economically and academically, drop out of the system automatically. No provision is made at the moment for such pupils who are bright in technical subjects and skills but programmes are being activated for such children.

There is no discrimination on sex grounds but one can see situations where the native people are selected to attend the courses at the University with lower marks in University Entrance Examinations. While other races have to get 261 marks to qualify for Government Scholarships and Training the native Fijians can be accepted with 216 marks. This is done to improve Fijian education and to balance the number of Fijians with other races at the University. On the other hand because many Indian girls qualify academically and because of limited quota per race and sex, greater number of Indian females miss out on scholarship and training in government institutions.

Europeans are minority groups in Fiji but they get the best service as far as education is concerned because of various factors. Firstly, they are among the educated and elite communities. Secondly they are educationally oriented and are aware of their responsibilities fully and are rich. As far as the migrant workers' children are concerned, they do not get the same push from home to go to school. Since education is not compulsory in Fiji some migrant workers use their children to work on their farms, shops and factories, during peak hours, harvest times and the like. Handicapped children go to schools which serve a large area. There are only four such areas and the children either board at the school or are brought from their homes in government cars if they live near the schools. Those who live in the islands or in the interior are not given the same opportunity.

The national teachers' organisations view this situation of no compulsion to send children to school with dissatisfaction. They have resolved many times to ask the authorities to introduce compulsory and free education because the number of dropouts and truants are increasing in urban areas and the parents in both rural and urban areas keep their children home to help them for as long as a fortnight.

The opposition political party of the country is asking for both compulsory and free education immediately and so are many social groups because of the increase in crime by young children, pestering of tourists, increase in the number and activities of shoe shine boys, child delinquency, truancy and allied problems. The national teachers' organisations would very much like to see both the free and compulsory education implemented as soon as practicable.

If ever compulsory education is introduced in Fiji there is very little chance of 'streaming' because "comprehensive" system is favoured greatly and a standard programme is working smoothly as against one involving choices by the pupils and/or their parents. The teachers' organisations will favour contrary view.

Some form of semi-compulsory system is practised for vocational training for those students who do well in technical subjects and skills by sending them to Technical Schools with better facilities. The school fees and other costs are paid for them.

Social expectations of the people of Fiji are mary and varied; for instance, they wish their government could pay their children's school fees, book costs and other school facilities. These are coming their way gradually and they have no strong criticisms. Their main worry is in the Junior Secondary area of Forms I to 4 where the wastage rate is high and is increasing.

FINLAND

Opettajien Ammattijärjestö (OAJ)

Svenska Finlands Lärarförbund (SFL)

PART A - COMPULSORY EDUCATION

1. Information regarding the scope of compulsory education

a) Compulsory education is provided by local authorities though mainly financed through state means. The educational system is public even though there is a possibility to create private schools. As private schools are very few and mainly maintained because of geographical or linguistic reasons it would be misleading to talk about a mixed system. Private schools, though applying a special pedagogical theory, are tied to official curricula even though liberties are given as to the disposition of the content. This in view of the fact that the Finnish school system is very centralised both administratively and with regard to the contents of the education.

The present system with public schools is seen to be the very natural form for compulsory education. No real pressure is felt for a greater extent of private schools.

b) Compulsory education comprises a 9-year comprehensive school for 7-15 year olds. (Comprehensive school introduced in Finland during the period 1972-77.) Provisions have been made in legislation for the inclusion of a preschool class in the comprehensive school system. This matter is being discussed for the time-being. A final standpoint has, however, not been taken as to whether the pre-school year should be compulsory or not. Post-comprehensive education is being developed right now. The question whether the education of 16-19 year olds should be compulsory or not has been raised in this context, but is not a topical issue at this stage.

c) Education is free throughout comprehensive school.

d) No material obstacles such as lack of facilities or teaching staff may deprive a child from compulsory education. Every child is obliged to attend school after having reached the age of 7 and is regarded to have reached school maturity.

e) The local school board keeps records on school-aged children within its area. Information about children in the age concerned is provided by the official population records.

In geographically difficult areas such as the archipelago or very sparcely populated areas, children attend boarding schools. In other cases transportation is arranged. As school is free (books, nutrition, transportation) economic factors cannot be a reason for not attending school.

f) After compulsory education (16 years) some 30% receive vocational education; some 45% continue general education (gymnasiums); some 25% leave school without special qualifications.

After matriculation examination (18 years), some 30% continue at universities and high schools, some 20% receive vocational/professional education at the intermediate level.

g) Education facilities are equally open to all, even though all might not be taught in their mother tongue (linguistic minorities such as laps, gipsies and foreigners living in the country).

PART B - SOCIAL EXPECTATIONS

2. Declared objectives of compulsory education

a) The right to education is laid down through legislation and the objectives are pronounced by the Parliament, whereas a closer concretisation of the objectives are made in general curricula which form the basis for the teaching programmes.

b) & c) School should give pupils stimuli to develop their whole personality and their individual talents.

d) The original idea behind comprehensive school has, for the moment anyway, been modified because of cuts in educational expenditure that have been put into effect since 1975.

Saving programmes have resulted in bigger teaching groups with fewer possibilities for individual guidance as a consequence.

e) There is a strong pressure, from the side of the authorities, to extend education and build up both a pre-school class and post-comprehensive education, though comprehensive school, still in the introductory state, has been the victim of financial cuts. The teachers' organisations take a somewhat negative attitude to the lack of consequence in activities in this area, but not to the development of the educational system as such.

f) Compulsory education is comprehensive. Education is mainly composed of standard programmes with minor possibilites for choices. Choices are possible concerning the first foreign language and voluntary subjects. Levelled courses offer one kind of choice.

g) Compulsory education = comprehensive school gives no prevocational nor vocational training. Post-comprehensive education is now being restructured to fit the comprehensive school system. It is planned to give both prevocational and vocational training at intermediate level.

3. Criticism of compulsory education system seen as non-fulfilment of expectations

Critical voices are sometimes heard but few would question the idea behind the comprehensive school system as such. Criticism is rather directed towards different aspects of the school such as the outlay of curricula, that education is too theoretical or that there is not the right balance between different subjects. Teachers often feel that curricula are not always realistic enough but tend to be too much "in the air".

4. Educational reform to fulfil expectations

a) A 9-year comprehensive school is being introduced. Criticism expressed above was directed to this comprehensive school.

b) Introduction of comprehensive school is only a first part of an overall revision of the whole educational field. One could say that all parties agree to up-dating the educational system; different opinions can, however, be found about how to proceed in order to reach these objectives.

c) Comprehensive school reform will be followed by a reform of teacher training, post-comprehensive and pre-school education. Teachers' organisations have played an active role in initiating the comprehensive school reform already some 50 years ago. Today school authorities are those pushing the school reform the strongest.

d) There can be seen to be a pressure for extending compulsory education to the planned pre-school class. This question is however still on the stage of planning. This matter has mainly been pushed by political leaders and school authorities.

5. Social expectations of the "output" of the compulsory education system

a) Compulsory education does not give but general education, which will form the basis for further vocational or professional studies. The output of compulsory education should be to provide a good basis for further studies.

b) They are all important.

c) We wish to stress the importance of moral values and that pupils/students should learn for life from what school has got to offer.

d) -

6. Social expectations related to practical possibilities

The pressure on the Finnish school of today is more of a social character than a pedagogical one. The reason for this is twofold. With the introduction of comprehensive school the demand for greater possibilities to proceed, in the educational hierarchy, regardless of geographical or economic circumstances, has been fulfilled, that is, pupils are given the basic schooling needed for further studies.

This basic need being fulfilled expectations are concentrated on the social role of school today. The ongoing urbanisation process creates a greater demand for caretaking of children. This demand is directed towards society and school has been the institution to answer to the challenge posed by the changing society. Teachers are continuously given new tasks, tasks that they approve of but that are not always compensated for either by taking away old tasks or by higher pay. Teachers on the other hand feel frustrated because of the great expectations posed upon them without that provisions are made to enable the successful fulfilment of all these tasks. The limitation of what can be put into effect simply lies in the limitations of human capacity.

7. International expectations

a) As we see it there need not be a contradiction between the need for building up a national identity on one hand and the inclusion of international element, aiming at a respect for other groups of people and culture, on the other. Both aspects should be inherent in an education to equality and justice.

b) In accordance with this, both national and international aspects should form an integrated part of all teaching whereby no priority lists are needed.

c) Dealing with international aims in the way we have done, they are not in conflict with national goals.

d) National and international goals should be seen to complement each other, to be interrelated.

FRANCE

Syndicat National des Instituteurs et Professeurs de College (SNI-PEGC)

PARTIE A - LA SCOLARITE OBLIGATOIRE

1. La portée de la scolarité obligatoire

a) En France la scolarité est obligatoire et l'enseignement relève de l'Etat, il est placé sous la responsabilité d'un ministère, le Ministère de l'Education éventuellement complété par des Secrétariats d'Etat dépendant de lui-même ou autonomes (par exemple Secrétariat d'Etat à La Jeunesse et aux Sports). Le Ministère de l'Education dispose d'échelons régionaux, les Académies, elles-mêmes divisées en échelons départementaux. A la tête des Académies, un Recteur; à la tête des services départementaux, un Inspecteur d'Académie, Directeur départemental des services de l'Education. Les autorités locales n'ont pas de juridiction sur l'organisation et l'organisation du service d'enseignement obligatoire. En France le système d'enseignement n'est pas entièrement public, il y a un service d'enseignement privé, largement minoritaire, mais aidé par les fonds publics. Ce système n'est pas considéré comme la meilleure solution et les organisations syndicales de l'enseignement public condamnent formellement cette dualité public/privé. Le programme de la gauche française a envisagé une nationalisation des établissements privés recevant des fonds publics.

Les fonds nécessités par la scolarité obligatoire sont pour tout ce qui concerne l'enseignement public des fonds du budget de l'Etat, c'est-à-dire provenant des impôts payés par les citoyens contribuables.

b) La scolarité obligatoire s'étend sur dix années, 6 à 16 ans. Elle englobe les niveaux élémentaires (6 à 11 ans) et les niveaux de collèges (11 à 16 ans). Le niveau des collèges inclus éventuellement un secteur d'enseignement pré-professionnel, à partir de la 3ème année des collèges, enseignement dispensé dans des collèges d'enseignement technique ou d'autres établissements de nature pré-professionnelle.

c) La gratuité de l'enseignement est assurée pendant la totalité de la scolarité obligatoire. Il convient de noter que cette gratuité couvre également la période précédant l'admission en scolarité obligatoire, c'est-à-dire les années effectuées en Ecole Maternelle (possibilité d'admission à partir de 2 ans). Elle couvre également la scolarité après 16 ans dispensée dans les lycées d'Etat et l'enseignement universitaire. Mais il convient de noter que les fournitures scolaires, fort onéreuse, ne sont assurées gratuitement qu'au niveau de l'Ecole Elémentaire. Un système de prêt de livre couvrant les deux premières années du collège est prévu à partir de 1977. Dans un certain nombre de cas, des frais importants doivent être engagés par les familles pour assurer le transport scolaire des enfants jusqu'au lieu de scolarisation lorsque celui-ci est éloigné du domicile.

d) La totalité des enfants d'âge scolaire peuvent en France bénéficier de la scolarité obligatoire. Cependant il y a lieu de noter que les dispositions d'une loi d'Etat, la loi ROYER sur l'apprentissage, donne la possibilité aux parents de retirer les enfants de l'Ecole à 14 ans et de les confier alors à des centres d'apprentissages ou de les placer directement chez des patrons avec un contract pour apprendre un métier. C'est le cas le plus souvent d'enfants qui ont échoué leur scolarité normale, d'enfants de population migrante arrivés en France depuis un temps relativement bref, également d'enfants dont les familles sont séduites par un travail prématuré des enfants dont elles ne mesurent pas les risques pour l'avenir de ceux-ci. En fait la loi ROYER par ses dispositions aggrave le problème de l'inégalité des chances pour les enfants des milieux socio-culturels défavorisés ou pour les enfants ayant connu des échecs scolaires non compensés par d'éventuelles mesures de soutien ou de réadaptation. Il faut également noter qu'un certain nombre d'enfants handicapés mentaux ou physiques ne trouvent pas dans les structures existantes de l'enseignement public des conditions d'accueil satisfaisantes et qu'ils échappent ainsi par la force des choses aux dispositions concernant la scolarité obligatoire.

e) La scolarité obligatoire est régie par les lois sur l'obligation scolaire, lois d'Etat 1881/1969. Un certain nombre de mesures sociales ont été prises afin d'inciter les familles à observer les dispositions concernant la scolarité obligatoire, en particulier des prestations financières, les allocations familiales, sont versées sur justification de la fréquentation scolaire (certificat de scolarité). Pour les enfants empêchés par des facteurs géographique ou économique d'avoir une scolarité normale des dispositions permettent la scolarisation au sein de la famille. Il faut reconnaître toutefois que cette mesure qui nécessiterait le préceptorat ne saurait convenir qu'aux milieux socio-culturels les plus favorisés. Par contre, un service national public d'enseignement à distance, permet aux enfants malades, éloignés, résidant à l'étranger, etc....d'être scolarisés par correspondance, cette scolarisation ouvrant de plein droit le bénéfice des prestations sociales. Les communes dans lesquelles l'institution scolaire ne fonctionne pas en raison par exemple d'une population scolaire insuffisante, assure, le plus souvent à titre onéreux, le transport scolaire des écoliers vers les centres scolaires regroupés.

f) Les statistiques des services des études informatiques et statistiques du ministère de l'éducation portant sur l'année scolaire 1974-1975 indiquent que au terme de la scolarité obligatoire: 55,9% des élèves pousuivaient leurs études dans l'enseignement secondaire, 22,7% dans l'enseignement technique, le reste des enfants ayant quitté la scolarité pour un apprentissage professionnel ou ce que l'on appelle la vie active. Théoriquement la scolarite obligatoire touche également tous les groupes d'enfants en France. Il convient de noter qu'il n'y a pas à ce niveau de discrimination entre les sexes, les filles bénéficient totalement des mêmes possibilités de scolarité obligatoire que les garçons. Chez les enfants des travailleurs migrants par contre, on rencontre des difficultés dans la mesure où leur arrivée en France a été tardive: il est évident que le jeune enfant commençant une scolarité en France à l'âge de 10 ans, connaît un handicap important malgré l'existence de classes spéciales d'accueil pour enfants de population migrante, classes d'initiation. Un certain nombre d'enfants, appartenant à des minorites professionnelles (forains, bateliers, etc....) peuvent bénéficier de structures particulières d'accueil. Les enfants comme il a été indiqué plus haut ne trouvent pas tous dans le cadre du secteur public la réponse à leur problème de scolarité obligatoire. Des actions sont menées sur ce plan en liaison avec le Ministère de la Santé Publique mais ne donnent pas toujours toutes les garanties de laïcité et d'efficacité que ces enfants seraient en droit d'exiger.

PARTIE B - LES ASPIRATIONS SOCIALES

2. Objectifs déclarés de la scolarité obligatoire

a) Les objectifs de la scolarité obligatoire sont définis dans des textes reglementaires; les plus récents sont contenus dans la loi du 11 juillet 1975, dite loi HABY. Cette loi est complétée par des textes d'application, arrêtés, circulaires, directives émanant de l'autorité centrale, le Ministre de l'Education. A cette occasion, nous précisons que cette loi est très vivement contestée par les organisations syndicales d'enseignants et par la plus importante organisation représentative des Parents d'Elèves. C'est dire que dans la réponse à cette sous-question et aux suivantes, nous n'exprimons en aucun cas l'opinion du Syndicat National des Instituteurs et Professeurs de Collèges.

b) La législation nationale préscrit comme objectifs principaux à la scolarité obligatoire: donner à tous une même culture de base et préparer l'orientation. Ceci est expressément indiqué dans le décret relatif à l'organisation de la formation dans les écoles et les collèges.

c) Pas de réponse particulière.

d) Les objectifs que le SNI-PEGC a exprimés dans le projet syndical (école fondamentale) sont différents. Nous visons à faire de l'enfant un travailleur, un citoyen, un homme, à l'amener le plus loin possible dans l'exploitation de ses potentialités. Faute de moyens le Ministre et les Pouvoirs Publics ne sont même pas en mesure de répondre aux objectifs définis dans la loi de 1975. D'autre part cette loi, en maintenant la possibilité de quitter la scolarité obligatoire avant 16 ans pour l'apprentissage prématuré ne prépare pas à une véritable orientation. Elle a été conçue en fonction du souci de rentabilité et des besoins du marché de la société capitaliste.

Les organisations politiques de gauche et les organisations syndicales d'enseignants réclament un budget plus important pour l'Education Nationale. En France le budget de l'armée est supérieur à celui de l'Education Nationale. La Fédération de l'Education Nationale qui regroupe l'ensemble des organisations syndicales des personnels enseignants, administratifs et techniques de l'éducation réclame dans son projet d'avenir la prolongation de la scolarité obligatoire jusqu'à 18 ans.

f) Jusqu'à une période récente (1975) la scolarité obligatoire française était un système à filières au niveau des collèges où coéxistaient trois sections: préparatoire à l'enseignement long, enseignement court, préparatoire à la vie active. En fait, les enfants de la filière 3 (préparation à la vie active) étaient d'une manière ou d'une autre, l'objet d'une véritable ségrégation. La nouvelle loi abolit les filières mais en n'ayant prévu ni mesures transitoires, ni moyens de lutter contre l'inégalité des chances, elle n'a pas apporté de solutions véritablement égalitaires. Il est donc à craindre que des filières se recréent de fait puisque de vraies actions de soutien, des structures de prévention et cure ne sont pas mises en place dès l'admission de l'enfant en scolarité obligatoire.

Les programmes sont uniformes et les élèves et leurs parents n'ont pas officiellement part à leur élaboration.

g) Les programmes d'études de l'école élémentaire ne comportent aucune formation pré-professionnelle ou professionnelle. Au niveau des collèges, sont prévues à partir de la 3ème année, des options dont certaines présenteront un caractère pré-professionnel. L'article 8 du décret d'application de la loi de 1975 précise que les activités à caractère technique peuvent consister pour tout ou partie en des stages effectués dans des établissements de formation professionnelle ou chez des professionnels agréés. Le cycle d'orientation 4e et 3e de collège, comportera une partie commune et des disciplines ou activités complémentaires optionnelles. C'est à ce niveau que les élèves pourront quitter la scolarité obligatoire soit pour rentrer en apprentissage, soit pour préparer un CAP dans la classe préparatoire rattachée aux établissements de formation professionnelle. Il est évident que notre organisation ne souscrit pas à ce type de proposition.

3. Critique du système de scolarité obligatoire considéré comme ne répondant pas aux aspirations

a) Les critiques formulées à l'encontre du système éducatif mis en place par l'actuel pouvoir politique en France émanent essentiellement:

- les organisations syndicales d'enseignants par l'intermédiaire de leurs syndicats représentatifs, au premier rang desquels le SNI-PEGC qui syndique l'ensemble des maîtres des secteurs pré-élémentaire élémentaire et une partie importante des maîtres des collèges.
- les Parents d'Elèves, au travers de leur interlocuteur le plus représentatif, la Fédération Nationale des Conseils de Parents d'Elèves.

- les organisations politiques de gauche. Le Programme Commun de Gouvernement de ces partis ainsi que les projets éducatifs qu'ils ont proposés, Parti Communiste, Parti Socialiste, Mouvement des Radicaux de Gauche, sont en contradiction avec les dispositions de l'actuelle loi.

- les grands mouvements pédagogiques français: tous les mouvements pédagogiques importants s'opposent aux dispositions actuelles, que ce soit la Ligue Française de l'Enseignement de l'Education Permanente, les Centres d'Entraînement aux Méthodes d'Education Active, l'Office Central de Coopération à l'Ecole, les Francs et Franches Camarades, l'Institute Coopératif de l'Ecole Moderne - Pédagogie Freinet, etc....

Le document-questionnaire de la CMOPE énumère un certain nombre de critiques généralement exprimées. Pour notre part, nous souscrivons aux: 1ère, 2ème, 4ème, 5ème et 7ème telles qu'elles sont exprimées.

4. La réforme de l'enseignement, moyen de réaliser les aspirations

a) Les réformes de l'enseignement donné pendant la scolarité obligatoire actuellement mises en pratique, ne répondent pas aux critiques fondamentales exprimées par les diverses organisations syndicales, de Parents d'Elèves, ou Politique de Gauche. Elles ne répondent donc pas à nos aspirations.

b) Les réformes de l'enseignement réclamées par les partis politiques de gauche s'inscrivent en fonction d'une nationalisation de l'enseignement, de sa véritable démocratisation et sa totale gratuité.

c) Les réformes fondamentales de l'enseignement exigées par les organisations nationales d'enseignants s'inscrivent dans des perspectives totalement différentes de celles défendues par la réforme en cours. Pour ce qui concerne le Syndicat National des Instituteurs, ses propositions sont exprimées dans les 2 plaquettes définissant l'Ecole Fondamentale et jointes à ce questionnaire. La Fédération de l'Education Nationale a très largement souscrit à ses propositions qui trouvent place très naturellement dans le cadre du projet éducatif de la Fédération.

d) Le Syndicat National des Instituteurs et des Professeurs de Collèges demande une amélioration des conditions d'accueil des enfants au niveau de l'Ecole Maternelle. Il exige que tout parent souhaitant que son enfant soit accueilli dès l'âge de deux ans à l'Ecole Maternelle puisse trouver solution à son exigence. Le SNI-PEGC exige donc l'implantation de l'Ecole Maternelle dans tous les secteurs géographiques, y compris en milieu rural. Le SNI-PEGC réclame des Ecoles Maternelles adaptées aux besoins de l'enfant dès l'âge de 2 ans.

Comme il a été dit plus haut, la Fédération de l'Education Nationale dans son projet éducatif réclame la prolongation de la scolarité obligatoire jusqu'à 18 ans dans un système permettant une véritable préparation à la vie de travailleur, une formation initiale, premier élément d'une véritable formation permanente.

5. Les aspirations sociales de ceux qui ont bénéficié de la scolarité obligatoire

a) Le terme actuel de la scolarité obligatoire en France ne permet pas de répondre aux aspirations des différents secteurs de la société. En effet, à 16 ans les élèves n'ont pratiquement aucun espoir de débouché professionnel, cet état de fait étant considérablement aggravé par le taux de chomage exceptionnellement élevé actuellement.

b) Parmi les suggestions exprimées plus haut, nous souscrivons particulièrement au points 1, 2, et 4. Il est évident que pour la France le point 5 ne présente pas un intérêt particulier.

c) Nous souhaiterions probablement ajouter trois éléments à ceux indiqués plus haut bien qu'ils soient probablement impliqués dans ceux cités:

(i) - que la scolarité obligatoire soit véritablement la première étape de la formation permanente. La formation initiale doit donner l'envie et faire sentir les nécessités de la formation continuée. Il faut donc que les élèves quittent la formation initiale avec le désir de la formation permanente.

(ii) - que la scolarité obligatoire ait développé chez les élèves le sens des responsabilités et en particulier leur ait donné la conscience de la nécessité de savoir prendre des responsabilités dans l'entreprise, sur le lieu de travail, dans la cité.

(iii) - faire garder, conserver un pouvoir de contestation.

d) Pas de réponse particulière autre que celle contenue dans les documents joints.

6. Les aspirations sociales par rapport aux possibilités pratiques

a) Les tenants de la réforme actuelle ne disposent pas des moyens nécessaires à son application. Il s'agit là de la volonté délibérée d'un pouvoir au service des intérêts d'une classe dominante. Nos projets contenus dans les documents joints sont réalistes et nous avons par ailleurs proposé et nous continuerons à proposer des étapes pour leur réalisation. Il est certain que l'importance nationale du service d'éducation justifie pleinement à nos yeux les investissements les plus importants et qui nous paraissent compatibles avec le budget de l'état dès lors que les priorités seront modifiées et qu'a la priorité militaire succédera la prioritaire éducative.

b) Il est évident que les organisations d'enseignants, et particulièrement le SNI-PEGC, s'efforcent de développer ces thèses auprès de l'opinion. A cette fin sont utilisés les différents moyens d'expression: pétitions, délégations, manifestations, etc.... D'autres techniques sont également utilisées telle que la presse, le livre (cette année encore nous venons de publier le tome 2 de l'Ecole Fondamentale et nous allons dans quelques semaines diffuser un volume consacré au Colloque International que nous avons organisé les 8 et 9 novembre 1976 sur le thème des Finalités de l'Education) Nous avons également produit deux films, l'un consacré aux Ecoles Maternelles, le second à une illustration de notre projet d'Ecole Fondamentale. Ces deux films très largement diffusés dans le public à l'occasion de débats, de conférences nous permettent une grande sensibilisation et une prise de conscience du rôle de l'Ecole dans la Société.

Nos actions associent très souvent les mouvements pédagogiques ou éducatifs; cela a été indiqué plus haut.

c) Un certain numbre de ces mouvements ont pu exercer et exercent une influence sur l'orientation des programmes scolaires, particulièrement pour tout ce qui concerne les problèmes écologiques, humanitaires, concernant la faim dans le monde, les problèmes énergétiques, etc.... D'autre part les apports de mouvements tel que l'ICEM, ou les mouvements coopératifs ont incontestablement eu une influence sur les contenus de l'enseignement et les programmes. Le plus grand nombre de ces mouvements travaillent en liaison avec notre organisation syndicale. Ils apportent également leur coopération à la formation initiale ou continuée des maîtres.

7. Aspirations internationales

a) Il nous paraît absolument indispensable que le système de scolarité obligatoire comporte les éléments internationaux essentiels résumés dans la présentation de ce chapître 7. En particulier il nous semble que c'est dès les débuts de la scolarité obligatoire que l'on doit introduire ces éléments. On peut espérer aider à cette éducation internationale et ainsi contribuer à changer les états d'esprit en promouvant des activités de correspondances scolaires internationales, d'échanges inter-scolaires, etc.... Il est intéressant de noter à cet égard que des actions d'organisations telle que l'UNICEF dans le contexte de l'éducation pour le développement ont une très réelle efficacité. C'est nous semble-t-il au syndicalisme enseignant international à prendre en main cette question.

b) Notre réponse est évidemment positive à cette interrogation.

c) et d) En promouvant des finalités internationales comme complément des finalités nationales on devrait contribuer à faire prendre conscience de l'emprise de la société capitaliste sur le monde avec ses entreprises multinationales. On doit ressentir l'importance de la mission d'apprendre aux enfants à ne pas être seulement les citoyens de leur propre pays mais aussi les citoyens du monde. Cela suppose bien entendu que nos organisations luttent en commun pour rechercher les parités d'études, de certification de ces études afin de permettre des échanges professionnels qui ne pourront manquer de contribuer à la prise de conscience internationale.

FRANCE

Syndicat National des Personnels de Direction des Etablissements de l'Enseignement Secondaire

PARTIE A - LA SCOLARITE OBLIGATOIRE

1. Sa portée

a) Dispensée par l'Etat, avec coexistence d'un secteur privé subventionné en grande partie. Le secteur privé - confessionnel et catholique pour l'essentiel - regroupe 1/6 environ des élèves.

Cette coexistence est en contradiction avec les règles de laïcité d'une part, d'égalité devant la loi d'autre part. Toutefois - en fonction surtout de la pénurie imposée au secteur public depuis 1945 - elle est devenue un état de fait. L'existence d'un secteur privé d'enseignement est, dans un système fondé sur le libéralisme économique, tout aussi justifié par ses tenants que celle d'un secteur économique privé.

Fondamentalement, c'est par des raisons de classe qu'on peut expliquer la création puis le développement du privé; puis son aide par l'Etat depuis 1950 et surtout 1958.

La scolarité obligatoire est donc financée, dans le privé, par les familles et par l'Etat. Dans le secteur public, par l'Etat, relaxé par nécéssité par les collectivités locales et les familles.

Ultérieurement, le programme commun prévoit sinon la nationalisation du secteur privé, du moins le financement public exclusivement au secteur public d'enseignement.

b) La scolarité obligatoire va jusqu'à 16 ans et débute à 6 ans.

De 6 à 10: Cycle élémentaire

De 11 à 15/16: ler cycle secondaire en CES (ou CEG)

c) La gratuité: décroissante avec le niveau d'âge.

- Enseignement élémentaire: gratuite des fournitures réalisée grâce aux communes.

- Enseignement secondaire (ler cycle): situation très variable. La gratuité des livres de la 6e à la 3e reste un idéal à atteindre, que la mise en place de la réforme Haby fait reculer encore, chaque CES ne recevant que FF. 15,00 par élève pour constituer le stock et le renouveler. Les fournitures sont à charge des familles (coût moyen: FF. 300,00 environ).

- Enseignement secondaire (2e cycle): pas de gratuité.

d) Le problème du suivi effectif des études dans la scolarité obligatoire n'est pas à poser d'une façon simple car de ce point de vue on pourrait dire: 100% des élèves sont scolarisés à 16 ans.

En fait, cette belle apparence ne rend pas compte:

(1) De l'absentéisme, symptôme de l'ennui et de l'échec. Il frappe donc surtout les enfants issus des classes populaires, même s'il a l'apparence des troubles affectifs.

(2) De la practique de "l'alternance" dans certaines classes - ghetto (CPPN, CPA). Cette pratique, institutionnalisée, par la loi Royer, confirmée par les textes Haby, traduit l'échec du service public d'enseignement - faute d'une politique de soutien - à scolariser normalement tout une tranche d'âge (14-16 ans); elle transfère la responsabilité éducative sur le secteur privé en s'appuyant sur la théorie des "dons" et sur la "revalorisation du travail manuel".

Avant la "spirale dépressive" actuelle, 3 jeunes sur 5 (en Seine St. Denis, département ouvrier) sortaient du système scolaire à 16 ans sans trouver l'emploi avant 4 à 6 mois. Et sans formation.

Le travail noir des enfants d'âge scolaire n'a pas disparu. On déserte l'école pour vingt francs par demi-journée - obtenus en déchargeant un camion 4h. durant ou en vendant sur un marché. Elèves les plus touchés: ceux qui échouent à l'école ("il n'est pas doué pour les études" disent alors, quand on parvient à les voir, les parents). les enfants d'immigrés (en particulier les portugais de 14 à 16 ans. Au Portugal, la scolarité obligatoire va jusqu'à 14 ans).

e) Mesures prises contre l'absentéisme: suppression des allocations familiales, poursuites judiciaires. C'est lent, lourd, peu efficace.

Les bourses existante se sont dépréciées et n'intéressent plus guère que la minorité des familles très pauvres. Dans ce cas, leur efficacité s'en trouve fort réduite.

Les familles aux revenus faibles mais non très faibles bénéficient rarement d'une aide.

Des familles de commerçants touchent parfois des bourses car leur déclaration de revenus n'est pas vérifiable comme celle d'un salarié.

f) Voir statistiques du SNES.

g) L'égalité devant l'obligation scolaire ne résout pas l'inégalité devant les acquisitions scolaires (voir réponses ci-dessus).

PARTIE B - LES ASPIRATIONS SOCIALES

2. Objectifs déclarés de la scolarité obligatoire (Source: "Courrier de l'Education" No. 29 du 19.4.76)

a) En France, les objectifs de la scolarité obligatoire sont définis nationalement d'une façon législative et réglementaire.

b) Egalité des chances donnée à tous les enfants devant la scolarité.

- Enseignement élémentaire: Favoriser le développement de l'enfant (être humain en devenir) en dépistant et prévenant les handicaps, en aidant l'enfant dans le domaine affectif (par son adaptation à de nouvelles relations sociales), en favorisant les grandes fonctions de la vie mentale et intellectuelle.

  Promouvoir des compétences qui préparent la scolarité ultérieure et, à plus long terme, la vie adulte.

  - acquisitions instrumentales: langue orale, écriture, calcul;
  - processus d'éveil: notions de temps, d'espace, de raisonnement, de représentation, adaptations psychomotrice (EPS, activités manuelles) et affectives (activités artistiques).

- Enseignement moyen (dans les collèges): Consolider les acquisitions de l'école élémentaire. Développer les capacités d'abstraction et de raisonnement. Ouvrir les esprits à de nouvelles connaissances et activités. Permettre à l'élève de découvrir ses goûts et ses aptitudes, afin de préparer les choix qu'il devra faire à l'issue de sa scolarité en collège.

  Fournir un support cognitif et méthodologique aux études ultérieures éventuelles.

d) Pour le SNPDES, ces objectifs restent en grande partie formels: pas de prévention réelle et continue des handicaps (surtout socio-culturels), justification par la théorie des "dons" de la pratique sélective qui en découle à chaque niveau (CP, CM2, 5e, 3e) formation des enseignants tout à fait inadaptée pour satisfaire les objectifs que l'on s'assigne, retards et blocages budgétaires, pénurie généralisée (spécialement dans la scolarité obligatoire).

e) La scolarité obligatoire présente l'avantage de retarder l'échéance de l'insertion des jeunes sur le marché du travail. Elle n'est donc pas remise en question par ceux qui l'ont instaurée.

Mais ce progrès incontestable ayant été décrété sans moyens sérieux et sans volonté politique d'y faire face au contraire, la pratique tend à s'instaurer de dessaisir l'Etat de ses responsabilités légales en confiant une partie de l'enseignement et de la formation des jeunes au secteur privé professionnel (loi Royer), par l'intermédiaire de classes appelées CPPN, CPA, dans le système actuel.

Le SNPDES souhaite:

- une politique de soutien pédagogique tout au long de la scolarité;
- la création de classes de rattrapage;

- la prise totale par l'Etat de ses responsabilités;
- un enseignement technologique pour tous les élèves, pas obligatoirement à finalités professionnelles.

f) Dans la scolarité française, les programmes sont uniformes pour une classe donnée; en théorie, il n'y a pas de filières; en fait, l'absence de soutien pédagogique les faits réapparaître.

g) La scolarité obligatoire - sauf en CET-CAP - ne compte pas (pas encore) de formation préprofessionnelle our professionnelle. Exception: les CPA et, à un degrè moindre, les CPPN.

3. Critiques du système de scolarité obligatoire

a) Les critiques émanant de l'ensemble des usagers, par leurs organisations politiques, syndicales, amicales et par les associations.

Critique No. 1: L'école reproduit les inégalités initiales et ne joue plus le rôle progressiste qui était le sien avant 1914. S'identifiant ainsi à un type de société - capitaliste - elle en connaît ses vicissitudes, ses impasses et ses finalités.

Par ailleurs, à quelques semaines près, les critiques relevées par la CMOPE semblent les plus partagés (Cf. questionnaire p. 3-4).

4. La réforme de l'enseignement, moyen de réaliser les aspirations

a) La "Réforme Haby" (Loi du 11.7.1975 plus textes d'application) paraît faire sienne un certain nombre de revendications déjà anciennes: égalité des chances, soutien pédagogique, abandon des filières ségrégatives etc...
En fait le contenu de la réforme est en contradiction totale avec ses attendus et vise les objectifs suivants:

- Faire des économies: l'Education Nationale coûte trop (selon les auteurs du 7e plan et le CNPF);

- Faire retomber les responsabilités sur un nombre plus élève de fonctionnaires subalternes - les chefs d'établissements - tenus en docilité de diverses façons et à qui on aura donné une laisse plus longue appelée "autonomie";

- Accentuer les processus ségrégatifs par multiplication des possibilités d'évasion du système scolaire;

- Donner aux jeunes, selon les niveaux de sortie (et donc de qualification professionnelle), le strict minimum de connaissances "utiles", d'où une réforme utilitariste des programmes.

b) Ce qui vote à droite en France appuie et inspira la Réforme Haby: patronat, partis politique appuyant M. Giscard d'Estaing, écoles privées etc...

Ce qui vote à gauche oppose à la Réforme Haby les principes du Programme Commun de gouvernement élaboré par PCF, PS et MRG: lutte contre la ségrégation sociale et les retards scolaires, modernisation et démocratisation de l'organisation de l'enseignement, élévation du niveau de formation des maîtres, donc aussi de celle des jeunes et ce d'un bout à l'autre de la scolarité (qui irait obligatoirement jusqu'à 18 ans). La FEN se reconnaît dans ces principes mais des oppositions existant en son sein sur leur application.

Le SNPDES quant à lui demande que l'école sorte de la pénurie chronique dans laquelle elle est plongée depuis 30 ans, et instaure une compensation des inégalités constatées au départ.

5. Les aspirations sociales de ceux qui ont bénéficiée de la scolarité obligatoire

b) Les 5 finalités sont importantes et solidaires.

6. Les aspirations sociales par rapport aux possibilités pratiques

a) Les chefs d'établissements sont en général bien placés pour constater la coupure entre le monde du travail et celui de l'école; les enseignants ignorent souvent les réalités du monde du travail - sauf ceux qui perdent leur emploi: l'opinion, de son côté, influencée par des campagnes de presse faciles ne juge souvent de l'éducation qu'en termes très superficiels: la durée des congés par exemple, où le nombre d'heures de cours traduit comme temps de travail. Des pans entiers de l'Education Nationale échappent à la plupart: toute la logistique de l'Education Nationale.

Ce n'est qu'au niveau des organisations que des échanges constructifs peuvent avoir lieu.

b) Ces contraintes, connues des seuls initiés, ne font l'objet d'une information de mass media qu'accidentellement (suicide, incendie, décès d'enfant, etc....): la position du Ministère consiste alors à trouver un responsable (le Chef d'établissement...) ou à étouffer l'affaire dans la procédure (CES Pailleron).

Syndicats, partis politiques, APE n'ont que leurs propres organes d'information, pour leurs adhérents.

c) L'orientation des programmes scolaires est peu influencée par les usagers, beaucoup par ceux qui utilisent les capacités humaines de production formées par le système scolaire. Les programmes dérivent des options du Plan, arêtées par le pouvoir politique.

7. Aspirations internationales

a) Cet aspect internationaliste - universaliste - de l'enseignement va de soi dans un système éducatif progressiste. A l'inverse, s'il en est absent, c'est que le système scolaire est incomplet et conservateur.

La lutte pour l'inclusion d'un aspect progressiste est donc à replacer dans une lutte plus générale, donc on ne peut le séparer.

b) Peut-on greffer des poires sur un cactus?

c) Il ne peut y avoir d'antagonisme objectif entre système scolaire national et internationalisme. Ou bien cela signifie que le nationalisme dont il est question est d'essence raciste et (ou) contre révolutionnaire. Ce qui modifie quelque peu le problème.

d) "Un peu d'internationalisme éloigne de la patrie, beaucoup d'internationalisme y ramène". Les aspirations internationales ont une valeur intrinsèque qu'il convient de traduire et d'adapter dans un contexte national. La lutte contre le racisme ne se pose pas de la même façon tout à fait en France, en Afrique du Sud, en Israël, aux USA, en Chine, en RFA, au Mexique.

GHANA

Ghana National Association of Teachers

Introduction

1.1. Ghana achieved independence in 1957, this gave us an opportunity as a nation and people to shape our destinies in three vital areas - political, economic and social. From the beginning, however, it was recognised that education had potentially important social and economic roles to play in improving the quality of life of the people and the development of the nation.

1.2. The expansion of Ghana's education system dates as far back as 1951, when the country had its internal self-government. In 1961, four years after the attainment of Full Independence, an Act of Parliament was passed giving legislative backing to this process of expansion and making education compulsory for every child of school going age. Whether the implementation of the Compulsory Education Act has been effective or whether the expectations embodied in the Act have been met, is the subject of this paper.

PART A - COMPULSORY EDUCATION

2.1. Information regarding the scope of compulsory education

In 1952 the Government of Ghana instituted fee-free education in primary and middle schools. This was followed by the introduction in 1961 of compulsory education at the primary and middle levels.

2.2. It is the responsibility of the Central Government to provide compulsory primary and middle education. Some funds are however allocated by local authorities for physical facilities in certain areas. Religious organisations, local communities and parents also contribute through communal labour and voluntary contributions.

2.3. Although it is the responsibility of the Government to provide compulsory primary and middle education, there is private participation in the form of private kindergarten and preparatory schools run by individuals and voluntary organisations. It is still the intention of Government to provide free compulsory education, but one can foresee the continuous participation of the private individuals/voluntary organisations in this field. This is because Government has so far not been able to provide all the necessary facilities for compulsory education. It can safely be assumed that owing to financial constraints there will be no change in the present arrangement.

2.4. The present compulsory education is in two stages: a six-year primary followed by a four-year middle course which caters for pupils between the ages of six and sixteen years. Tuition is free in all Government institutions, but those who go to private institutions pay fees. Courses in the private institutions normally last for six years.

2.5. In 1973/74, 61.2% of Ghana's school going age were in the compulsory education system. The low percentage is due to the fact that (a) expansion in educational facilities does not match with an average increase in population which is about 3% every year, (b) the unrealistic nature of the curriculum resulting in the unemployment of middle school leavers, and (c) the inability of some parents to provide school uniforms and to pay book fees. When fee-free education was introduced there was a phenomenal increase in school enrolment. On the other hand when the book-fee was introduced there was a significant drop in enrolment. The enrolment figures below illustrate the situation clearly.

CLASS	NO BOOK FEES 1965/66	INTRODUCTION OF BOOK FEES 1967/68
P.1.	272,077	214,115
P.2.	224,172	176,768

Source: Ministry of Education Statistics Unit

2.6.1. The dropout rate is also fairly high, as indicated in the table below.

NO. OF PUPILS ADMITTED IN P. 1		NO. OF PUPILS REACHING P. 6	
YEAR	PUPILS	YEAR	PUPILS
1961/62	231,787	1966/67	148,167
1962/63	264,500	1967/68	156,207
1963/64	253,693	1968/69	156,134
1964/65	274,500	1969/70	150,531
1965/66	272,077	1970/71	142,998

PERCENTAGE OF P. 1 REACHING P. 6	PERCENTAGE OF DROPOUT
63.9	36.1
58.2	41.8
58.6	41.4
54.1	45.9
52.6	47.4

Source: Ministry of Education Statistics Unit

2.6.2. The dropout rate may be accounted for in terms of:

(a) lack of facilities in certain areas;

(b) inability of parents to provide uniforms and to pay book fees;

(c) unrealistic nature of the curriculum;

(d) adjustment problems of children in Primary One.

2.7. An Act (Act 87) was passed in 1961 stipulating that there should be compulsory primary and middle education for all children of school going age. The following measures were also taken to ensure that all children of school going age were in school:

(a) the law made provisions for compulsory education;

(b) Local Authorities were enjoined to provide facilities for the implementation of the compulsory education system;

(c) parents were obliged by law to send their children to school and penalties have been prescribed to ensure that parents oblige;

(d) an attempt was made to open schools in every locality, to the extent that enrolment doubled in the first year of the implementation of the Act;

(e) special incentives were given to pupils in the Northern and Upper Regions: for example - free clothing, transportation, and feeding facilities were provided;

(f) to improve the curriculum, continuation schools were established which were to predispose pupils to vocational skills that will enhance their employment opportunities.

2.8. This segment of children proceed to Secondary schools, teacher training colleges, technical and vocational institutions between the end of the sixth year and the end of the compulsory education period.

PART B - SOCIAL EXPECTATIONS

3.1. Declared objectives of compulsory education

The Government's basic philosophy on compulsory education is stated in the Education Act of 1961 (Act 87) Sections 1 - 2 as follows:

1. (2) It shall be the duty of the local education authority for every area as far as its functions extend to contribute towards the spiritual, moral, mental and physical development of the community by securing that efficient education throughout the primary and middle stages shall be available to meet the needs of the population of its area.

2. (1) Every child who has attained the school going age as determined by the Minister shall attend a course of instruction as laid down by the Minister in a school recognised for the purpose by the Minister.

(2) Any parent who fails to comply with the provision of the preceeding subsection commits an offence and shall be liable on summary conviction to a fine not exceeding ten pounds and in the case of a continuing offence to a fine not exceeding two pounds in respect of each and every day during which the offence continues.

The objectives are redefined from time to time in policy statements. For example in a recent country paper to the Seventh Commonwealth Education Conference held in Accra, March 1977, the Government reiterated its acceptance of the right of every Ghanaian to education as a fundamental human right. The paper further emphasised that education shall be free, compulsory and universal.

3.2 The Government and the people of Ghana also believe that compulsory free education is important and that education can be used to a great extent to realise some of the broad national goals: the development of the nation's potential; National consciousness and unity, political awareness and maturity among all sections of society, traditions and culture and the development of a new Ghanaian who will be healthy in mind, body and spirit.

3.3. Although the Ghana National Association of Teachers (GNAT) appreciates the efforts of the Government and local authorities in providing resources for the existing compulsory education programme, the Association feels not enough attention is given to the needs of primary and middle schools. For instance in 1969/70 actual public recurrent expenditure per student per annum in Cedis were:

1st Cycle - ¢21.75

2nd Cycle - ¢273.00

University - ¢3,813.00

(Note: ¢1.15 = U.S.$1.00)

3.4. Compulsory education, admittedly is not given high priority. However, social groups exert certain pressures on Government to increase educational facilities. These groups include youth associations, town development committees, churches, parent-teacher associations and student organisations.

The GNAT has always maintained that compulsory education must be effectively implemented. This has been done through memoranda and public pronouncements on the issue and lobbying.

3.5. The compulsory education system provides general education covering a number of basic subjects in the area of numeracy, literacy and socialisation. A beginning has been made since 1969/70 academic year to predispose pupils in middle schools to vocational skills in continuation schools. Girls are also made to learn home science. UNICEF has been supplying equipment and support for these vocational programmes.

4. Criticisms of compulsory education system seen as non-fulfilment of expectations

Government, educational authorities, parents and teachers generally maintain that the present education system has outlived its usefulness. The present system has no doubt provided the nation with the necessary personnel in certain fields. But on the whole the system has been found ineffective in meeting the present economic, social and political needs of Ghana.

4.2. The compulsory education system has not been able to serve its purpose fully. Although the Education Act of 1961 makes it obligatory for every child of school going age to attend school, only about 61.2% were in school as at 1973/74 academic year.

There is also a great disparity in educational provisions in the urban areas as compared with the rural areas. It is estimated that not more than 20% of middle school pupils find admission to secondary, technical, vocational and teacher training institutions. The present system is also examination orientated and it acts as a sort of selection mechanism which favours those who have early opportunities to develop. The system takes care of the needs of the few "gifted" and neglects the 80% of the pupils for whom primary and middle education is terminal. Most of such school leavers, leave without acquiring basic skills that will enable them to earn a living.

4.3. There has been public outcry about so-called "falling standards" following the introduction of fee-free compulsory education.

4.4. In a message to the recent Seventh Commonwealth Education Conference, the Head of State and Chairman of the Supreme Military Council (GHANA) said what appears to be a summary of criticisms of the compulsory education system in Ghana and other developing countries:

> "At the beginning of the 1960's most African countries accepted the attainment of universal primary education as a desirable goal. Fifteen years later, the plain fact is that most of these countries have not attained that goal. But perhaps what is most disturbing is the fact that the large army of school leavers we have turned out of our schools have not made the desired impact on our levels of development. How can they, when most of the basic education

they have received has pre-conditioned them
for nothing but unemployment?"

Source: Address by His Excellency General I.K. Acheampong, Head of State and Chairman of the Supreme Military Council, read on his behalf by Lt. General F.W.K. Akuffo, Chief of Defence Staff, at the formal opening of the Seventh Commonwealth Education Conference on 14th March, 1977 at the Kwame Nkrumah Conference Centre.

5. Educational reform to fulfil expectations

5.1. A new structure of education was introduced and its implementation started in 1974 with Primary One intake. The new structure includes basic First Cycle Education of six years Primary plus three years Junior Secondary. This will be free and compulsory for all.

5.2. The reforms were the outcome of consultations and the report of a Special Committee set up by the Government to consider the Ministry of Education's proposals and the views expressed by the public. It takes into account some of the views of various stakeholders in education in that the membership of the Advisory Committee included the representatives of the universities, the GNAT, religious and voluntary organisations, local authorities, the labour movement and parents.

5.3. Underlying principles - In addition to the existing basic aims and objectives of compulsory education system, i.e. numeracy, literacy and socialisation, the new curriculum aims at developing certain skills and attitudes. The system emphasises the development of practical activities and manual skills. It is hoped that the reforms will meet some of the criticisms levelled against the existing system.

5.4. The basic principles underlying the reforms are in line with GNAT's own statement of objectives for the education of the child. See Appendix 'A'.

5.5. As an extension of the compulsory education system the government has decided to provide 18 - 24 months kindergarten education for all children. Although GNAT and other organisations support the view of Government that kindergarten education is desirable for all children, they do not consider it an immediate national priority need in view of the present economic situation. They consider allocation of more resources for sufficient facilities for the nine-year compulsory education as a matter of priority, since about 40% of children of school going age are yet to be covered and the existing institutions also lack some of the basic facilities for proper education of the child.

6. Social expectations of the "output" of the compulsory education system

6.1. Some of the expectations listed by the Secretary-

General are applicable to the Ghanaian situation. However, we consider the following as the main social expectations:

6.1.2. Employment: The school leaver is expected to enter gainful employment particularly in the modern sector for livelihood, security and as a means of contributing to national development.

6.1.3. Literacy: The school leaver is expected to be literate for purposes of political, social and cultural development.

6.1.4. Further education: We find this to be a prominent expectation not listed by the Secretary-General. This takes the form of formal, non-formal and informal education.

7. Social expectations related to practical possibilities

We accept that the social expectations of a compulsory education system are far greater than the practical realities. Having in mind the expectations of the system, the main constraints appear to be related to:

(a) the growth of the economy;

(b) the curriculum;

(c) financial restraints;

(d) teacher preparation.

7.1. What is not clear however, is the attempt being made by educational authorities, the teachers' organisation and other bodies to educate parents, pupils and the general community on the constraints and problems which make it impossible for some of the social expectations to be met. Nevertheless, an attempt was made in 1974 to involve the public in the problem of education financing by establishing a National Consultative Committee on Education Finance.

7.2. The influence of organisations and movements, with the exception of religious organisations and the Planned Parenthood Association of Ghana, on curriculum development and reforms is rather negligible. On the whole the criticisms of the system tend to lose sight of the constraints and the school gets blamed for most of the evils of society and the difficulties of the school leaver in meeting societal expectations.

8. International expectations

8.1. One of the expected outcomes of the compulsory education system in Ghana as in any developing country is the development of national identity. Unfortunately it is sometimes considered that this expectation is in conflict with international identity.

8.2. We are of the opinion that this conflict is imaginary and unrealistic. The development of national citizenship is a prerequisite to international citizenship, the one is complementary, not at variance to the other. This concept is reflected in the curriculum for compulsory education in Ghana. Whilst emphasising the teaching of Ghanaian languages, English continues to be the medium of instruction in the last seven years of the compulsory education period, and French is being added to promote international communication and understanding. Interdependence continues to be one of the strong tenets of our social studies curriculum.

8.3. In countries where the curriculum does not meet the needs of international aspirations, teacher organisations must endeavour to have these international elements incorporated in the curriculum. In most, if not all developing countries, this has been done already.

We suggest that WCOTP should seriously consider organising Workshops for the development of learning materials prepared by national teachers' organisations which could be shared by member countries.

APPENDIX 'A'

GHANA NATIONAL ASSOCIATION OF TEACHERS

A STATEMENT OF OBJECTIVES

1. GENERAL

The GNAT believes:

(a) that a high standard of education is necessary for the preservation and development of a democratic society;

(b) that the child is the primary consideration in public school education;

(c) that the classroom teacher plays a most important part in the formal education of the child;

(d) that teachers should be concerned with, and consulted about, all the factors which affect them and their work in the education of the youth.

2.1. THE CHILD

The GNAT believes that it is the right of every child to have:

(a) an opportunity for an education adapted to his capacity, interest and needs;

(b) carefully selected and adequately trained teachers;

(c) adequate provision for his physical and mental health.

2.2. The GNAT believes that the child should be educated and trained:

(a) in fundamentals of learning;

(b) in the ability to think and initiate;

(c) in cultural and spiritual values;

(d) in an introduction to basic vocational skills;

(e) to live and work with others, and to respect individual and national differences;

(f) to accept the obligations and responsibilities of a good citizen.

ISRAEL

Israel Teachers Union

PART A - COMPULSORY EDUCATION

1. Information regarding the scope of compulsory education

a) Compulsory education is provided by the national government. It is entirely a public system of education. It is considered the best solution. The financial resources are provided by the government (as part of the budget of the Ministry of Education and Culture).

b) Ten years of schooling are covered by compulsory education: one year of pre-school education and nine years of primary and middle school.

Compulsory education is required of the 5 - 15 age group.

c) Education for this full period is provided free.

d) All children benefit from compulsory education. Only about 2% - 4% do not complete the prescribed number of years. The reason for dropping out of school: lack of economic resources and insufficient motivation for study.

e) We have "regular attendance officers" in every town, whose task is to investigate the reason for dropping out of school, to encourage the dropout to return to school and when necessary to sue the parents.

f) About 90% continue their studies in secondary education.

g) The compulsory education facilities are open equally to all groups - girls, minority groups, etc. However, some settlements need better facilities.

PART B - SOCIAL EXPECTATIONS

2. Declared objectives of compulsory education

a) The objectives of compulsory education were defined by the Knesset (Israeli Parliament). In the law adopted by the Knesset the objectives of national education were defined as follows:

> To base education in Israel on the national heritage and on scientific achievements, love of our homeland and loyalty to the state. On training for agricultural work and development, on pioneering and on the aspiration to create a society based on freedom, equality, tolerance, mutual assistance and love of mankind.

b) and c)

d) Some of the objectives are not fully realised in the present system. There is no real training in agriculture and the facilities for handicraft training are insufficient.

e) The economic problems faced by Israel are very difficult and the budget for education is insufficient. The Israel Teachers Union is pressing for an increased budget.

f) The Israel Primary school system is mainly comprehensive. The classes are heterogenic, the middle school is based on the principle of integration but inside the middle school there is a system of setting.

Secondary education is partly comprehensive and partly one track: academic, vocational or agricultural.

g) The compulsory school system includes lessons in polytechnical education. Some of the middle schools provide pre-vocational classes.

3. Criticism of compulsory education system seen as non-fulfilment of expectations

a) I. Criticisms voiced by political authorities come from both ends: on one hand the religious and right wing parties claim that the school curriculum does not dedicate enough time for national education and that the lessons allotted to studies of Judaism are insufficient. These circles believe in increased education for traditional values and demand to introduce Talmudic studies in Secondary schools.

On the other hand, circles who belong to the leftist side of the political system claim that schools do not stress properly the values of labour and do not dedicate enough hours to studies of Arabic culture (in Hebrew schools).

They all claim that Secondary schools do not contribute enough to bridge the gap in education and scholastic achievements among children of various ethnic groups.

II. The educational authorities. The schools of education of the universities criticise the centralised system of education and claim that the curriculum is outdated. They particularly criticise Secondary academic schools for not training their students properly for high academic studies. Criticism is voiced also against the system of inspection for being inefficient and for not guiding the teachers.

III. Criticism voiced by the public through the media. The public is presently worried as a result of the use of drugs in some schools. The communication media has blown the issue out of proportions and exaggerated its influence.

The public criticises the inflexible system of the matriculation examinations which exist in many of the academic Secondary schools. The public demands a "long day" school, namely that schools will be open and active a lot more hours per day.

IV. The teachers' union criticises the centralised regime of the educational system which turns the teachers into technicians who only carry out the orders of inspectors and principals. The teachers' union claims that buildings and equipment in the primary education are neglected and outdated. They also criticise the exaggerated academic character of most Secondary schools and recommends to base secondary education on a combination of work and studies.

Other organised sectors such as religious organisations complain about the exaggerated permissiveness which to their opinion comes as a result of the lax atmosphere in schools. They also claim that schools do not pay enough attention to education for good manners and a pioneering spirit.

4. Education reform to fulfil expectations

a) The Ministry of Education has decided on a reform in the matriculation examinations. According to the reform every subject has a certain number of points and the pupil is allowed to make combinations of various subjects according to his own free will.

Some criticise the new system of examinations and claim that it will lower the standard of mathematics as students will choose easier subjects for their matriculation.

b) The right wing parties demand that the studies of Jewish history will be increased as well as the studies of the history of Zionism and the studies of Talmud.

They also demand to teach Arabic as a compulsive subject starting in the 6th grade of Primary school.

c) The Israel Teachers Union demands that the Primary school should be an activity school based on individualised instruction.

(ii) Converting Secondary schools to comprehensive schools which combine work and studies.

(iii) To encourage the autonomous activity of teams of teachers and of educational institutions.

(iv) Decreasing the number of pupils in the classroom to the maximum of 36 (instead of 40) and a gradual abolishing of the matriculation examinations.

d) There is pressure to extend the framework of compulsory education. Women organisations demand to extend compulsory education in the pre-school years and to include the 4 years age group. Other circles, including political parties, demand that an additional year (10th grade, 15 - 16 age group) will be included in compulsory education. The pressure comes mainly from leaders of political parties (of the opposition) and from parents' committees.

5. Social expectations of the "output" of the compulsory education system

a) We are of the opinion that the 5 elements listed by the Secretary-General of WCOTP constitute the expectations of teachers and parents in Israel.

b) The 5th element is practically included in element 1 and 2.

c) Developing a pioneering character. This is especially important in the state of Israel where large parts of the country are still a desert and its future depends on cultivating the wilderness, developing the water resources and creating ground foundations for developing industries.

6. Social expectations related to practical possibilities

a) The proposers of change and reforms often ignore the limitations listed in this paragraph such as teachers, time, class size, levels of initial training, salaries, etc.

The reforms are proposed in articles in the daily press or in parties' programmes when running for elections to Knesset or local authorities.

b) The government makes the public, the teachers and the parents aware of the restraints.

The teachers' union, while appreciating the difficulties, makes efforts to keep a reasonable class size and a right set of priorities in budgetary expenses in order to avoid failures and frustrations.

7. International expectations

a) The Israel Teachers Union favours the inclusion of international elements in the educational activities in schools and also in the curriculae.

b) In order to make the inclusion practical and acceptable it is necessary to have to have a list of priorities of the international elements and to insist upon the inclusion of the preferred priorities.

c) The promotion of international aims will complement the national goals. We do not see any conflict here. The free development of each and every nation depends on relations of peace, understanding, equality and solidarity among nations.

d) The international expectations have their own inherent value. The coordination between national and international objectives in education is essential for any educational system.

JAMAICA

Jamaica Teachers' Association

Compulsory education embraces all the opportunities from pre-primary to adult and uses all the means attainable, even legal means to attain desired objectives. There has never been any serious attempt at establishing a system of compulsory education in Jamaica, but efforts have been made at introducing compulsory attendance, with little or no success at all. The reason for this lies in the historical background of the whole education process in our country.

BRIEF HISTORICAL BACKGROUND

Education was first the responsibility of the churches; and the planters businessmen and industrialists did not encourage the education of the working class, because they feared that this would result in labour troubles. Education of the children of the well-to-do was conducted by private tutors and later in Europe, where they finished school.

Before the mid-Eighteenth Century formal education was neglected. The planters resented efforts of the missionaries to teach the people, and whatever education carried out, was confined to moral and religious teaching. Subsequently, Governments began to accept some responsibility and so a partnership arrangement emerged between the Government and the church.

Support for education was minimal, because Britain felt that this was a family responsibility or of charity, if the family was too poor. For this reason in particular, education has never been made compulsory.

Secondary education was kept for the fortunate few and Secondary schools were kept apart from the elementary schools, since the former was supposed to be superior to the latter and was largely supported from the private sources of the wealthy. Education therefore served to create a division in the society. It denied the children of the working class opportunities for post-primary education. Governments too, began to give money to schools even though these were very inadequate.

The Twentieth (20th) Century, however, saw an expansion period in education, and the system today had its foundation laid then. Although religious denominations continued to be very influential, the Government assumed greater responsibility. In 1938, as a result of a commission of enquiry led by Lord Moyne from Great Britain, there were some slight improvements in the education system, despite prevailing poor physical conditions in the classroom. The curricula became more realistic: commercial subjects were introduced in the Secondary schools as well as technical and vocational schools. In fact the commission related low education output with poor socio-economic conditions which their recommendations also touch.

UNDERLINING PHILOSOPHY

The 1950's saw a change of Government and with that also, came a change of attitude to education, hence the introduction of the common Entrance Examinations, to high schools at age 11+ years. As a result, the children of the masses now had an opportunity for obtaining a secondary education. In this way, education could now spread to the children of the peasants, and even greater still, when the University of the West Indies was established in 1948.

Over the past ten years, education has come to be regarded as of priority, although no formal attendance laws are instituted. However, there are many motivational activities for encouraging attendance at the primary level. Attendance at the post-primary level is over 90%.

Compulsory education in Jamaica has been a matter of coercion, and has never been a national issue. Because of the sharp political differences existing between political parties, politicians would be a little wary in being too quick to pass compulsory attendance laws, lest they lose votes. However, in keeping with the new importance given to education, two Ministers of Government of different political parties produced two documents for improvement and progress in Jamaican education: "The New Deal", produced by Edwin L. Allen, Labour Party Minister of Education, and "The New Trust" produced by Hon. F.A. Glasspole, one-time People's National Party Education Minister.

The Prime Minister, Michael Manley, also commented that the greatest progressive move towards compulsory education in Jamaica is the attempt at free education today. This is the clearest indication of serious intention on the part of any Government of Jamaica to adopt a policy of compulsory education. Obviously for a country like Jamaica, education is crucial, since every aspect of our society reflects the failure to achieve a harmony between aspiration and performance or even between the existence of resources and their use.

At the Commonwealth Education Conference of 1974, held in Kingston, Jamaica, the Prime Minister was more direct in his comment on compulsory education by declaring that the free education policy of his Government to the University Level, was the preliminary step towards compulsory education.

ATTEMPTS AT COMPULSORY ATTENDANCE

Attempts have been made at compulsory attendance, but all have failed, partly because of a lack of provision for greater accommodation. This however, has been largely experimental and its failure is due to various reasons. Population explosion and socio-economic conditions also limit progress in the field.

The Jamaica Teachers' Association has always been in the vanguard for compulsory education. From as early as the 1940's the then Jamaica Union of Teachers passed many resolutions asking for compulsory attendance in all areas. Numerous resolutions have been sent in, year after year, and the Jamaica Teachers' Association has been pressuring the Government for this. The Education Advisory Council has also had discussions with the Teachers' Organisation and the Ministry of Education on the subject. No Government has ever committed itself to a serious examination of compulsory education. In Jamaica, support given has been more theoretical than real. This area has therefore become cause for serious concern within the Teachers' Organisation.

GOALS OF COMPULSORY EDUCATION

In considering accepted goals of compulsory education, one vital objective of compulsory education may be seen in the provision for exposing the child to all educational opportunities available, so that in the long run, each one will be able to contribute to the development of society and that the best may emerge for the country's needs. The higher the educational level of the society the more effective, efficient and more productive the society.

The total development of the child may therefore be regarded as an objective, but the range of the compulsory education period is vital. The starting point is as important as the end result. In the education process there should be a natural desire of both authorities and participants to be involved. In this total development, the parents ought to be involved from the very inception. They ought to recognise the value of education to the individual and if the individual does not know, then he too must be educated, to a recognition of this fact.

The occupational needs of the individual are important. There is need for planning to help overcome conflict of desires versus individual capabilities and academic qualification. The interest of the child may vary from what the school offers; hence the appropriate type of education relevant to individual interests should be provided. One possibility may be to establish multilateral schools so that the individual can select his interest.

The Jamaican education system in its present form tends to put students in a mould in that they are examination oriented. Education is a natural process and so the system should aim at making it so. Mechanisms for transfers should provide adequate quality and variety, educational content and methods. Equipment should be attractive and methods creative. The system should have its own built-in motivation.

The main objective therefore of compulsory education as seen in Jamaica today is towards literacy and numeracy, as a prerequisite for individual self satisfaction and national development.

COMPULSORY EDUCATION AND NATIONAL DEVELOPMENT

Its Implications for Social Expectations

In developing countries, there is a general acceptance of the idea that education, at least to the level of literacy, is a basic precondition for national development. The Prime Minister of Jamaica, in his book "The Politics of Change", emphasises the importance of this nation in the following terms:

> "If we are to attempt to overtake expectations and engage our resources, we must transform both the focus of our attitudes and the nature of our skills. Hence education is the key to what must be an act of self-transformation".

In this reference, the Prime Minister who came to power since 1972 was outlining indirectly, his education policy for national development. "Transformation" as he used it, means transformation not only of the individual, but the nation, into a literate, self-reliant, just and productive people through education.

It was not long after this declaration that he introduced a system of free education from the pre-primary to University level. Part of the "transformation" in Jamaica involves political change from the traditional system based on the Westminister Model to a system of Democratic Socialism. Under this system the Government emphasises the importance of opportunity for all citizens, and undertakes to make these opportunities real.

However, the Government is faced with the very real problem of financing. This problem was mainly responsible for the apparent inertia affecting previous Governments on the question of compulsory education. It is yet to be seen how soon in the future this theory will become a reality.

Already positive steps are being taken to create the situation that can accommodate compulsory education, such as:

(a) The shift system in which each school at the primary and post-primary levels, accommodates two or possibly three sets of pupils per day.

(b) The constant dialogue between Government and the business and industrialist sectors, to accommodate students from the post-primary schools, on a work-study basis.

(c) The National Youth Service Scheme to provide more teachers on a work-study basis.

(d) The substantial financial commitment by Government and by Van Leer Foundation for the significant development of early childhood education, an area that was virtually ignored by previous Governments.

(e) Adult Literacy Programme designed to create a completely literate society within a specific period.

(f) The extension of the school leaving age from 15 years to 17 years in the junior Secondary schools, in order to produce students with some definite skills for the labour market.

(g) The increasing study of all the implications of an impending compulsory education system, by Government agencies and the Teachers' Association.

It appears that in a socialist system the increasing demands of students themselves for more education, and for more educational provision, is quickening the pace in the involvement towards compulsory education in Jamaica. Yet, whatever the pressures we must be constantly aware that Jamaica exists within an international framework.

INTERNATIONAL EXPECTATIONS

International expectations have their own inherant value, and we operate in the context of a world neighbourhood. Jamaica is a member of the United Nations, and other international bodies - for example the Caribbean Union of Teachers and the WCOTP.

The United Nations policy provides that in the basic expectation of education the state must at least provide primary education as an automatic right. There then is an ambit in which we are morally bound to operate as a member of the United Nations. We must not be concerned in upgrading ourselves.

An educated citizen can give a better direction in terms of socio-economic and political relationships in national and international matters. The voice of a country is not truly heard if the society consists of an educated elite. It is thus morally binding that the educational level of all our citizens must be raised because this affects the operations of democracy in our country and policy decisions of the Government.

We cannot escape our international commitment in matters of rationale for aid, level of understanding and communication, parity of esteem, exchange of human resources. Peculiarities of one system may even by this means be appreciated by the other instead of being treated with disdain.

There is an unwritten code governing our relationship with international bodies, of which we are members, that is we should feel duty bound to meet their expectations and the direction in which we are expected to move.

Our fraternal bond demands that we should relate to them in a mutually understandable way, whatever the medium of our dealings. Such dealings may be in the educational, economic, political or cultural field.

If one recognises that the world is a large neighbourhood, then compulsory education must be done in terms of this fact. There is a tendency in developing countries to pursue an isolated nationalist policy, but such a policy can only defeat the best aims of education, which ought to prepare every individual as a citizen of a country and of the world.

JAPAN

Japan Education Association

PART A - COMPULSORY EDUCATION

1. Information regarding the scope of compulsory education

The existing compulsory education system in Japan is based on the right of children to education, which is established as a fundamental human right, as well as on the responsibility of parents to see that their children be educated and also of the national and local governments to defray educational expenditures

a) (1) By whom is it provided? The national and local governments are held responsible for the establishment of compulsory education schools. Article 29 of the School Education Law stipulates: "Cities, towns, and villages must establish elementary schools necessary to enroll the school-age children in their communities". Article 40 of the same law says that the stipulation of Article 39 "shall be applied to lower secondary schools".

(2) According to the 1976 basic study on schools, the breakdown of elementary schools by establishing authorities is as follows: national schools - 0.3%, public schools - 99.01%, private schools - 0.6%.

As for lower secondary schools, 0.7% are national schools, 94.5% are public schools, and 5.1% are private schools. Consequently, the compulsory education system in Japan may be called a mixed system of public and private schools, but Article 3 of the School Education Law provides that "those who wish to establish schools must do so in conformity with the standards to be laid down by competent authorities in regard to equipment, facilities, organisation, etc., according to the kind of school". From this point of view, private schools, which are established in accordance with the official standards of establishment, may be included in public education in a broad sense of the word.

(3) Since 1972 the Ministry of Education has been reexamining the existing school system to make it better adapted to physical and mental development of children and rapidly changing social and cultural needs by establishing the Council of Collaborators for Educational Research and Development. If the existing school system should ever be changed, it would be more than ten years from now because full-scale revision takes place only after the amendment of relevant laws and implementation of a test period.

(4) All expenses for national schools are borne by national treasury. As for public schools, wards, cities, towns or villages, who establish public schools, will pay most of the expenses, but will receive subsidies either from the national or prefectural government for certain items of expenditure. In the case of private schools the principle is that tuitions and other expenses are to be borne by those who benefit from them, but partial subsidies from national and prefectural governments are given to them.

b) Compulsory education is provided for nine years, consisting of six years in elementary school and three years in lower secondary school covering the children ranging in age from 6 to 15.

c) In national and public schools tuition and textbooks are free, but in private schools tuition is charged while textbooks are provided free.

d) (1) According to the 1976 basic study on schools, the total number of children enrolled in the nine-year compulsory education system was 15,443,849 as against 17,825 children who were not enrolled in school, and 48,491 children who were absent from school for a long period of time. In other words, 99.999% of school-age children were benefiting from compulsory education.

(2) Some of the children, who are absent from school for a long period of time, eventually drop out from school, but even if these children are added to those who are not enrolled in school, the percentage of children who do not benefit from compulsory education is about 0.001%.

(3) Principal reasons for non-attendance at school are physical handicaps, ill health, mental retardedness, enrollment in remedial or correctional institutions, etc. Main reasons for dropout are sickness, school-phobia, poverty, etc.

e) (1) There is no problem of school attendance with those children who apply for admission to national or private schools, but in public schools it is possible that some children stay away from school due to economic, health and other reasons. The boards of education of local governments, who establish public schools, therefore, are working hard to encourage school attendance by preparing lists of school-age children, and providing information and extending counselling to the parents.

(2) For the children who find it difficult to attend school because of long distance and other geographic reasons such as traffic disruption due to heavy snowfall in winter, the local governments are taking such measures as accommodating them in school dormitories or operating school buses for them. For economically handicapped children positive steps are

being taken to help them attend school by providing them with subsidies for education in addition to livelihood assistance.

f) According to the 1976 basic study on education, of 1,563,848 children who finished compulsory education 1,421,519 or 90.9% went on to upper secondary schools while 26,177 or 1.7% took up jobs and entered evening courses of upper secondary schools, 48,226 or 3.0% were enrolled in vocational training schools, 54,807 or 2.4% took up full-time jobs, and 13,119 or 0.8% did not take any jobs, died or were unaccounted for. There are practically no children who proceeded to a formal apprenticeship.

g) Compulsory education facilities in Japan are equally available to boys and girls, minority groups, and physically and mentally handicapped children. Especially in regard to handicapped children, efforts are being made to improve the institutions concerned and to increase the number of teachers in consideration of the shift to compulsory education system of handicapped children in the future.

PART B - SOCIAL EXPECTATIONS

2. Declared objectives of compulsory education

a) The objectives of compulsory education are defined in Article 1 of the Fundamental Law of Education, and the aims of elementary education and lower secondary education are specified in Article 17 and Article 35 of the School Education Law, respectively.

b) The objectives of compulsory education may be summarized as: perfecting individual personalities and bringing up the future citizens of the state and the society; and providing elementary and lower secondary general education matching the physical and mental development of the children.

c) Not applied to Japan.

d) In view of the fact that the percentage of enrollment in compulsory education has reached 99.9%, it may be said that the objectives of compulsory education are being served by the present system in terms of quantity, and that the academic standards of compulsory education are also generally high.

e) Compulsory education is given the second or third highest priority in principle as well as in practice both by the national government, who sets down the basic direction of compulsory education, and the local governments, who assume the responsibility for carrying out compulsory education. In budgetary terms many of the local governments allocate 25-33% of the total expenditure to compulsory education.

The improvement and expansion of compulsory education is one of the desires of the whole nation including teachers' organisations and is constantly being dealt with as a national issue.

f) Since the present 6-3-3 system of education was introduced in the 1947 reform of school system, a single-track system comprising 6-year elementary school, 3-year lower secondary school and 3-year upper secondary school is enforced throughout the country.

g) The elementary school education programme puts emphasis on basic, elementary general education, but the lower secondary school education programme gives consideration to vocational education in the broad sense of the word and the training of basic skills. To be more specific, efforts are being made to help students acquire basic vocational knowledge and skills through industrial arts and homemaking, which are compulsory subjects (8.8%), agriculture, industry, commerce or fisheries (only in schools where these subjects are taught), and also through the guidance given by classroom teachers in home room. However, little attention is paid to increase the priority given to these subjects under the circumstances that as many as 92.6% of the students graduating from lower secondary schools go on to upper secondary schools.

3. Criticism of compulsory education system seen as non-fulfilment of expectations

The criticisms of compulsory education system in Japan may be categorised into the following two:

(1) Criticisms of the system itself, and

(2) Criticisms of the contents of compulsory education.

On (1): It is since after the reform of school system in 1872 that compulsory education was initiated toward the goal of providing education to all citizens for the formation of a modern industrial state. The compulsory education period was extended from four years to six years and finally to nine years after World War II to satisfy the people's demand for democratisation of education. Thus, the current 6-3-3 education system leading to 4-year university education was established.

Some people argue that the 9-year compulsory education period, which forms the fundamental part of national education, should be extended in the light of the rising ratio of advancement to upper secondary schools. The intensification of competition in the entrance examination to upper secondary schools is increasing the tendency of lower secondary schools to be turned into preparatory schools, and this leads to the argument that the compulsory education period should be extended to allow further filling up of lower secondary school curriculum. As the education system in Japan is patterned after the American-type comprehensive system, the increase in the rate of advancement to higher education institutions necessarily results in the intensified competition of entrance examination, and subsequently in the contention for prolonging the compulsory education period.

On (2): The greatest strong point of compulsory education in Japan is that it is maintained at the highest standard in the world both qualitatively and quantitatively and is spread out to all corners of the country. In other words, compulsory education in Japan ranks at the top in the world in terms of the minimum security of educational quality and the guarantee of universality. This is attributed substantially to the efforts made by the Ministry of Education since after the drastic educational reform following World War II to make timely revisions of the course of guidance.

However, it is also true that the weakness of compulsory education in Japan stems from the same cause. The course of guidance has gone through three major revisions so far, and the greatest problem of compulsory education, which success depends almost exclusively upon teachers, is that teachers tend to rely heavily on authorised textbooks.

The idea of "relaxed school" as recommended by the Curriculum Council of the Ministry of Education on October 6, 1976 is a proposal to help solve this problem. Teachers are expected to show greater initiatives and ingenuity in teaching children. Criticism is directed to the increase in the number of students, who are unable to absorb curricular contents, which are getting more and more sophisticated and complicated under pressure of intensifying competition in entrance examination, and the failure of those concerned with education to take appropriate measures to cope with the situation.

The reactions of the society at large to the situation mentioned above are the neglect of school, distrust of teachers, and increase of "after-school schools". The recommendation made by the Curriculum Council on October 6, 1976 regards upper secondary schools as a national educational institution and tries to solve this problem by adopting a method to first determine the minimum essentials of upper secondary school curriculum, on the basis of which lower secondary schools and elementary schools work out their curricula instead of building up curriculum from elementary schools up to lower and upper secondary schools as in the past. There is also a strong criticism that the contents of elementary and secondary education in Japan are inclined toward imparting knowledge with emphasis put on the so-called five basic subjects, that is, national language, mathematics, social studies, general science, and English.

There is a strong opinion voiced that the formation of balanced personality should be promoted by systematically introducing into school education the "experimental learning to appreciate the pleasure of working and making things". This is stressed in the afore-mentioned recommendation of the Curriculum Council.

4. Educational reform to fulfil expectations

a) In July 1967 the Central Education Council was asked by the Minister of Education to make a report concerning "Fundamental Measures for Integrated Development of School

Education in the Future", and published a report generally known as the "third educational reform" in June 1971 after four years of deliberations. This is a reform plan to follow the first reform of 1872 and the second reform of 1946.

The third reform plan was presented with a view to bringing up independent and creative youth to shoulder the new era, who can meet technological advancement and explore human possibilities.

The main points of the reform plan, which are being put into practice, are as follows:

(1) Development of educational structure corresponding to the stage of growth of the human being, and reaffirmation of the current 6-3-3-4 school system.

(2) Improvement of school curricula. The Curriculum Council was set up in 1973, and the Council Published an interim report in 1975 after listening to the views of classroom teachers and scholars. The final report titled "Improvement of the Standards of New School Curricula", further incorporating the opinions of various sectors of the society, was submitted to the Minister of Education in December 1976.

The main aims of curricular improvement are as follows:

(a) Development of rich humanity;

(b) Relaxed and yet full school life;

(c) Selection of educational contents essential to citizens, and promotion of education matching personality and ability.

The course of guidance was revised along the new curricula in April 1977, and the shift to new curricula to begin in 1978 and will be completed in 1980 for elementary schools and in 1981 for lower secondary schools.

(3) Positive diffusion and betterment of kindergarten education.

(4) Positive expansion and improvement of education of physically and mentally handicapped children (making attendance at special schools for handicapped children compulsory from 1979).

(5) Measures for training and securing the necessary number of teachers and improving their status.

(a) Improvement of teacher training colleges and in-service education for newly appointed teachers;

(b) Making preparations for the creation of teacher training colleges at post-graduate level;

(c) Drastic improvement of teachers' salary scale based on the Law for Securing Men of Talent (for the Teaching Profession).

- Revision of the Special Law Concerning Teachers' Salaries (special adjustment allowance of 4% of basic salary).
- Improvement of teachers' salaries on the basis of the Law for Securing Men of Talent (for the Teaching Profession). (Final salary revision bill put before the 80th regular session of the Diet to complete about 25% increase of salaries over a four-year period).

There are widespread expectations among the people that the third educational reform as outlined above, coupled with the measures to be taken in the future, will effectively cope with the current trend of the people's education level getting higher and higher with 93% of lower secondary school graduates going on to upper secondary schools and 35% of upper secondary school graduates being enrolled in universities.

b) (1) The government and the ruling party are reforming Japanese education along the lines as recommended by the Central Education Council. In the meantime, progressive opposition parties, denouncing the educational reform plan as an un-scientific one to satisfy the demand of big business for cheap manpower, insist on what they call "independent organisation of curriculum", and are opposed to the government measure to increase teachers' salaries in a four-year period as aimed at controlling teachers.

(2) Community organisations desire the expansion of free compulsory education, life-long education and education to meet the needs of technological innovations from the point of view of equal opportunity in education.

(3) Employers, seeking the promotion of the spirit of service and diligence, and the "upgrading" of the whole nation to respond to technical innovations, are proposing efficient and diversified education corresponding to individual abilities.

c) (1) The Japan Education Association advocates the following points in educational reform:

(a) That political neutrality of education should be maintained and that no ideologies should be brought into education;

(b) That contents of education should be carefully selected to ensure thorough-going instruction of basic and fundamental knowledge and to realise relaxed and yet full school education;

(c) That efforts should be made to create a real national education based on the history and traditions of Japan in order to build up rich humanity blending intelligence, morality and physical strength harmoniously;

(d) That importance should be attached to moral education;

(e) That the spirit of solidarity and co-operation should be respected and that international understanding should be promoted;

(f) That the salary system peculiar to teachers (the Law for Securing the Men of Talent for Teaching Profession) should be established to stabilise teachers' salaries and status and that independent studies by teachers should be encouraged.

5. Social expectations of the "output" of the compulsory education system

a) / c) The education in Japan is aimed at building a democratic and cultural state as envisaged in the Japanese Constitution and at contributing to world peace and well-being of mankind. For this it seeks to bring up men who respect individual dignity, truth and peace and create a universal and yet unique culture. On the basis of this fundamental idea the aim of education in Japan is defined as follows:

Aim of education. Education shall aim at the full development of personality, striving for the rearing of the people, sound in mind and body, who shall love truth and justice, esteem individual value, and be imbued with the independent spirit, as builders of the peaceful state and society.

Aim of elementary school education. Elementary schools shall aim at providing elementary general education corresponding to the mental and physical development of children.

Goals of elementary school education.

(1) To promote a correct understanding of mutual relationship of men on the basis of the experiences of social life in and out of school and to nurture the spirit of co-operation, independence and self-discipline;

(2) To lead children to a correct understanding of the present situation and traditions of their local community and state and to help them grow a spirit of international co-operation;

(3) To develop fundamental understanding and skills concerning clothing, housing, food, industry, etc., which are essential to daily life;

(4) To acquire the ability to correctly understand and use the national language necessary for daily life;

(5) To develop the ability to correctly understand and deal with numerical relations necessary for daily life;

(6) To develop the ability to scientifically observe and deal with natural phenomena in daily life;

(7) To develop habits necessary for healthy, safe and happy life, and to ensure the balanced development of mind and body;

(8) To promote fundamental understanding and skills concerning music, arts and literature to brighten and enrich life.

Aim of lower secondary school education. Lower secondary schools shall aim at providing secondary general education corresponding to the mental and physical development of students on the basis of the education given in elementary schools.

Goals of lower secondary school education.

(1) To more fully achieve the goals of education in elementary schools and to develop qualities necessary for the builders of the state and society;

(2) To develop the fundamental knowledge and skills concerning occupations necessary for the society, the attitude to respect labour, and the ability to select future career according to one's aptitude;

(3) To promote social activities in and out of school and to develop the capacity of fair judgment.

The above-mentioned aims and goals of compulsory education (elementary and lower secondary education) are based on the expectations of the people of compulsory education.

The expectations of compulsory education in Japan cover all five elements listed in the questionnaire.

In regard to Item No. 2 the basic knowledge, skills and attitude necessary for vocational life are taught in lower secondary schools through the teaching of elective subjects such as agriculture, commerce, industry or fisheries. However, this is more expected of the education in higher levels of institutions because more than 90% of students go on to upper secondary schools after finishing lower secondary education.

6 Social expectations related to practical possibilities

The gap between the children's wishes and the parents' expectations and the efforts of teachers who cannot ignore excessive or wrong expectations on the part of parents are creating children who turn their backs to school life. This trend is aggravated by the importance attached to formal schooling in Japanese society.

However, a close look at the parents' expectations will make it clear that there are at least the following three factors underlying the above trend: (1) Parents have a natural desire to give as high education as possible to their children under the democratic education system in which any child can go on to a higher level of institution provided that he successfully passes the entrance examination; (2) Parents now can afford tertiary education for their children because of greater income and smaller family; (3) Equal opportunity in education is guaranteed througn the elimination of discriminations on the basis of birth, social standing, etc.

a) There is a thinking that the teacher-pupil ratio and school facilities and equipment must be improved so that the teacher can increase his teaching efficiency in a given time. It is along this line of thinking that the number of teachers is increased and schools are equipped with better facilities and teaching aids. However, these measures can only achieve a limited improvement in the aspect of intellectual studies.

On the other hand, teacher training and in-service education of teachers are claimed to be important by some people, and steps are being taken to improve them. However, everybody is fully aware that these measures, though important, are not sufficient to achieve the aims of education and to meet social expectations.

There is also an argument that the quality of education may be improved by increasing teachers' salaries to attract men of talent to the teaching profession.

We are of the opinion that the serious enthusiasm and efforts on the part of the teachers are the most effective weapons for achieving the aims of education. Although well recognised by the proposers of change and the critics of current practice including teachers' organisations, this is not a socially influential view, but we wish to stress this in order to meet real social expectations.

b) There are many problems in the educational circles in Japan such as highly competitive entrance examinations for universities, upper secondary education becoming quasi-compulsory in practice, revision of the course of study, the Law for Securing Men of Talent for the Teaching Profession, and creation of the new position of "shunin" teachers. Under the Law for Securing Men of Talent for the Teaching Profession teachers' salaries are going to be increased about 25% higher than the salaries for other public servants. This is an evidence that the society at large appreciates the importance of education and teachers.

c) The Law for Securing Men of Talent for the Teaching Profession is already proving successful in attracting able students to become teachers to the benefit of school education.

The "shunin" system, which follows the general practice in out-of-school community to pay allowance corresponding to responsibility, is also considered one of the measures to treat teachers favourably.

. International expectations

a. There is no doubt that in today's world international cooperation in education is essential. Elementary and secondary education, which should form the compulsory part of education, is a joint responsibility of the citizens in the community, and its practice gives a great hope for the activities of the mankind in the next century.

A few points must be borne in mind in promoting international co-operation in education. International co-operation must be carried out by each country with full national identity. Such an idea as to call it "progressive' to oppose to consider education from a national point of view should not be tolerated. True international co-operation can exist only where a number of countries co-operate with each other in spite of their different characters and circumstances.

At the same time, nationalism in such a context as this must not be a chauvinistic, radical one. No international co-operation is possible if a country sticks to the kind of nationalism to strive only for its own national interests, ideology, political contention, etc.

b) What is stated in the above should be accepted anywhere in principle, but the contents of international co-operation can be different from country to country and be diversified in mutual relations among countries in a region. It is therefore not always easy to define emphases in international co-operation at the stage of compulsory education. However, it will be possible for the WCOTP Assembly to offer good offices for exchange of relevant data and information, holding of regional seminars, exchange of teachers, etc. What is more important is that national teachers' organisations take steps to implement, if step by step, the resolutions passed by the Assembly.

c) As far as the objectives of a country are to achieve the well-being of the mankind from a humanistic point of view, there will be no limitation to the promotion of international co-operation, which in turn will contribute to the realisation of national objectives. However, no international co-operation is expected to grow under narrow chauvinism or selfish nationalism, and mutual dependence does not necessarily mean international co-operation.

d) International co-operation can exist only where there are individual states. International co-operation today should probably be based on humanistic and desirable type of nationalism, that supports the activities of UNESCO. Immediate goals of countries are varied; some countries seek modernisation; some other countries aim at improvement of morality; and still some other countries strive for a change in social structure. However, it is hoped that in the final analysis all countries aspire for the peace of the whole of mankind. Idealistic international co-operation lacking national background will not be fruitful, if not meaningless.

JAPAN

Japan Teachers Union

PART A - COMPULSORY EDUCATION

1. Information regarding the scope of compulsory education

a) In Japan, compulsory education was first provided in 1947 by the Constitution and the Fundamentals of Education Law. Therefore, it is an entirely governmental system. Article 26 of the Constitution stipulates that "All people shall have equally the right to receive education in accordance with their ability, as provided for by law. All people shall be obliged to have all boys and girls under their protection receive ordinary education as provided for by law. Such compulsory education shall be free". Article 4 of the Fundamentals of Education Law provides that "All people shall be obliged to have all boys and girls under their protection receive nine years of ordinary education. With regard to compulsory education in a school established by the government or by a local government, no tuition shall be charged".

This compulsory education system includes not only public schools but also private ones. But the number of private schools is very few. The establishment and administration of private schools are provided for by Article 6 of the Fundamentals of Education Law. For the time being, we don't think that there is a need to change the present compulsory education system including private schools in the future.

Public schools for compulsory education are built and managed by the budget of local governments. The government pays half of teachers' salaries and some part of funds for teaching aids, etc. All other expenditure is borne by local governments concerned.

Public schools for compulsory education are built and managed by the budget of local governments. The government pays half of teachers' salaries and some part of funds for teaching aids, etc. All other expenditure is borne by local governments concerned.

b) Compulsory education covers nine years: six for primary schools, and three for lower secondary schools (lower secondary education). Children between six as of April, the starting month of the school year, and fifteen receive compulsory education.

c) As provided for in the Constitution (see "a)" above), all compulsory education is provided for free of charge. No tuition is charged by a school managed by the government or by a local government during compulsory education. And from 1963 on, all pupils receiving compulsory education have been supplied with free texts from the government.

d) 99.9% of children of school ages are receiving compulsory education. Heavily handicapped children have been exempted from school attendance but after 1979 they will have to receive compulsory education too.

Almost all of pupils in a compulsory school complete the whole nine years. Dropouts do not exist outwardly at least. This is because the duty of compulsory education is not to finish a certain course in a primary and lower secondary school but to make children attend there. Financial assistance is provided to those parents who cannot afford to have their children go to school. The Labor Standards Law prohibits employment of children under fifteen years. In most cases children in the school age have no need to work for their family or themselves either in a city or in a village, and there is no such employment opportunity.

e) To prevent economical problems from becoming an obstacle to school attendance, the government and local governments provide assistance including school lunches and school supplies. To cope with geographical difficulties, local governments take actions to supply school boats and buses as well as dormitories.

f) 92.6% of those who complete compulsory education enter upper secondary schools (upper secondary education institutes). 70% of them go to an ordinary school while the remaining 30% to a vocational school. And 70% choose public schools while 30% private ones.

In Japan, there is no formal apprenticeship system. Most children who start working after compulsory education work as an apprentice -- like at a restaurant or at a construction company. Thereafter they will receive a state examination, if such exists, and after passing they become a qualified technician.

g) As stated above, except in the case of heavily handicapped children, compulsory education facilities are open to all boys and girls.

PART B - SOCIAL EXPECTATIONS

2. Declared objectives of compulsory education

a) We have no particular definition of the objectives of compulsory education. Rather, educational laws provide those of education in general, and of primary and lower secondary schools. Article 1 of the Fundamentals of Education Law defines the objectives of education as follows:

> Education shall aim at full development of the character of all children, and shall be conducted to ensure upbringing of people who are healthy both physically and mentally and who, as the member of a peaceful country and community, love truth and justice, respect the value of individuals, esteem labor and responsibility, and have the spirit of independency.

Also, the School Education Act defines the objectives of the primary education as follows:

(1) Based on experiences in social life in and out of school, to cultivate a right understanding, cooperative attitudes, and the spirit of independence, with regard to human relations.

(2) To lead pupils to a right understanding of the present situation and tradition of their community and country, and to develop the spirit of international cooperation.

(3) To give children basic knowledge and technique concerning food, shelter and clothing, industries, etc. necessary to daily life.

(4) To cultivate the ability to understand Japanese language correctly and to use it as needed in daily life.

(5) To cultivate the ability to understand numerical problems correctly and to deal with them as needed in daily life.

(6) To cultivate the ability to observe natural phenomena scientifically and to deal with them as encountered in daily life.

(7) To develop good habits necessary to lead a healthy, safe and happy life, and to enable a harmonious growth of mind and body.

(8) To give children basic knowledge and technique concerning music, arts, literature, etc. which make life happy and comfortable.

b) & c) Omitted.

d) We Japan Teachers Union give whole-hearted support to the above objectives and is demanding more perfect realisation of them. Actually, not all children can acquire basic scholarship. And we have serious problems: increase in juvenile delinquency, and its expansion to children of lower ages.

e) How compulsory education can be guaranteed and expanded depends on the development of productivity. In Japan, as typically seen in the fact that the average class size of primary and lower secondary schools is 45 pupils, the government's efforts to provide financial support has been not very great. Also, the government is very negative for expansion of compulsory education (i.e. to make upper secondary schools semi-compulsory). Japan Teachers Union and other democratic organisations as well as parents in general have demanded that the government guarantee and expand compulsory education through financial assistance. This is not only necessary but possible in light of the present level of development of productivity in Japan.

f) In Japan, programmes of compulsory schools are determined by the government and have a composite form. The government's guidelines are strictly observed, but in the stage of lower secondary schools some selection of curricula can be made.

g) Compulsory schools' curricula do not include vocational training. But it has been determined that working experience studies will be included in the curricula from 1980 on.

3. Criticism of compulsory education system seen as non-fulfilment of expectations

a) In Japan too, a variety of criticisms on the present compulsory education system has been voiced recently. The following are major opinions from democratic points of view:

- The current compulsory education of nine years is insufficient for our society where industries have highly developed. It should be expanded to upper secondary schools.
- It is very difficult for children of 15 years when they finish compulsory education to select a suitable vocational course for them in today's complex and diversified society.
- Education given in present primary and lower secondary schools does not contribute to have all children acquire fundamental scholarship.
- The government's standardised programmes strictly bind those of all compulsory schools across Japan. This tends to create cramming education, without due attention given to local realities.
- The government's programmes have a tint of rulers' ideologies, for instance, chauvinism, cosmopolitanism, etc., thus preventing a true democratic education.
- Teachers have to do a lot of clerical jobs other than teaching. This makes them very busy. To make pupils, who are surrounded by ever-increasing amount of information and who have become passive, study and understand highly sophisticated educational contents, it is essential for teachers to have time to examine better teaching methods. But they are too busy to find such time in their working hours.
- The class size is determined as 45 pupils by the government. Even mathematics and foreign language classes in lower secondary schools are also conducted on this scale. This class size, which will be considered as "impossible" by teachers of other developed countries, has been maintained over 20 years.

These comments are mostly heard from teachers, their organisations, and parents in general. All of them are urgent issues for compulsory education in Japan which require immediate attention.

4. Educational reform to fulfil expectations

a) The government plans to curtail its standard programmes by 10% from 1980 in an attempt to reduce children's hard burden of study. This is necessary, but it does not suffice to respond to criticism of the present system of compulsory education. Teachers should be given more time to study, and the current class size must be reduced.

b) Some organisations are seeking educational reform, and this can be roughly divided into two: that by employers' bodies and conservative political parties, and that by progressive parties and democratic organisations. The former demands conversion of the current six (in a primary school) and three (in a lower secondary school) years system into five-four or four-four system and the introduction of the "skipping-over" system, but opposes expansion of compulsory education to the upper secondary level. The latter proposes improvements within the current six-three system, semi-compulsory upper secondary school system, and a system which enables all applicants to enter a pre-school educational institution.

c) Japan Teachers Union, the nationwide teachers organisation, proposes educational reforms which cover the proposals made by the latter. Details are described in proposals of educational reforms in the report of JTU Council on Educational Reform (1974) and proposals of curriculum reforms for primary, lower and upper secondary schools by JTU's Curriculum Study Committee (1976). English copies of the former report have already been sent to each teacher organisation in the world.

d) Japan Teachers Union, in view of the fact that 92.6% of children who complete compulsory education enter an upper secondary school, intensified entrance examinations which have led to distortions in normal education on the primary and lower secondary level and have given unreasonable burdens on parents, and the need to enrich more the content of compulsory education in a highly developed society, proposes the semi-compulsory upper secondary school system. This aims at guaranteeing free education to young people of 16 to 18 years old. The details of the proposal are now under study. The proposal meets the demands of most parents and workers, and is generally consistent with the demand and proposals of trade unions and progressive political parties.

5. Social expectations of the "output" of the compulsory education system

a) Japan's compulsory education extends nine years, consisting of six years at a primary school, and three at a lower secondary school. Considering the high level of education and its wide diffusion as shown in the fact 92.6% of lower secondary school graduates go to an upper secondary school and that 38% of upper secondary graduates enter a university or college (and in both cases dropout rate is very low), we can accept all of the five elements raised by the Secretary-General when introducing the 1977 Theme as social expectations of the "output" of compulsory education in Japan. But we think it is necessary to add to each element the expression: "To make children acquire the basic ability".

b) If the expression "to make children acquire the basic ability" is added to each of the five elements, we do not think there is any element to be omitted. But in Japan the element: "To be able to work and gain a living" is not given the same priority as other ones. This is because the ability is expected to be obtained in an upper secondary school, or in vocational training after graduation from a lower or upper secondary school.

c) In addition to the five elements, the following are expected in compulsory education in Japan:

- To acquire the basic knowledge and technique to maintain and promote health;
- To acquire the basics of scientific truths and rules;
- To cultivate the basic ability to appreciate and create works of art;
- To inherit and develop traditional and folk culture.

d) The more limited the compulsory education period is, the more guarantee should be given to children to have a common educational experience, to obtain the fundamentals of reading, writing, and mathematics, to acquire the basic knowledge of science and technology, to cultivate the ability for democratic life, and to get the fundamental knowledge and technique to maintain a good health.

6. Social expectations related to practical possibilities

In Japan, social expectations of compulsory education are not very excessive. Rather, many parents complain that although their expectations can be realised in the present system they have not been realised actually. They are dissatisfied with, and distrustful of, school authorities and teachers because of this.

a) The government tries to dismiss the dissatisfaction of parents with the present status of compulsory education by raising teachers' salaries nominally, by curtailing its standard curriculum by 10%, and by forcing teachers whose working hours are already tight to attend training courses, and emphasizes teachers' responsibility.

Japan Teachers Union, on its part, proposes reduction in the mandatory curriculum and teachers' option to adopt a flexible programme, and demands provision of time to teachers for independent study and reduction in class size. Also, we propose that the current requirement of studying two to four years in a junior college or a university to become a teacher be revised to the minimum four years at a university. Our demands and proposals have acquired support from more and more parents, but their realisation needs the Diet's approval. Conservative-ruled Diet has not been prepared to take actions in this direction.

b) Japan Teachers Union, to drastically reform the current system's problems contained in these demands, has organised the People's Alliance for the Promotion of Democratic Education on the national level, Prefectural People's Alliance for the Promotion of Democractic Education on the prefectural level, and Citizen's Alliance for the Promotion of Democratic Education on the local level. In 1976, we conducted a campaign for "Education White Paper", in which we lodged strong demands with the government in co-operation with parents and workers in general.

c) In Japan, various campaigns have been carried out against environmental destructions and increased pollutions, which have been mostly caused by the government's industry-oriented area development projects. Also, there have been active movements for peace and against discriminations. The development of these movements is reflected on the contents of school education to some extent. We believe that we can participate in these movements with some necessary limitations required to teachers.

7. International expectations

We know well about many international recommendations urging nations to include respect for human rights and basic freedom of men, international understanding and other basic elements in the objectives of compulsory education. And we also know well about the United Nations Charter and UN's Universal Declaration of Human Rights. Our Constitution and the Fundamentals of Education Law reflect the principles which have been internationally proved as the treasures of mankind. However, Japan's conservative parties attempt to amend such principles and the Japanese government is very negative in accepting and realising international recommendations stated above. We believe that in the objectives of education in any country national and international democracy is consistent.

a) We think that all national compulsory education systems should contain these basic international elements. Compulsory education in Japan should give every child the experience of common ordinary education in order that they can live as a man, as a Japanese, and as a member of mankind.

b) Teachers' organisations in every country must identify their basic international elements, and become major driving force in realising such elements in their country This is because such elements are our treasures.

c) We are of the opinion that efforts to promote such international goals will strengthen and be consistent with the goals and results of compulsory education of each country.

d) International expectations should not be a reflection of the common denominator of national goals, but have their own inherent value. For international expectations are based on world peace, independence of all nations and social progress of all human beings, that is, all people's inherent value in the present day, and therefore, they are not "interference" in internal educational policies.

Syndicat des Instituteurs des Ecoles Privées

PARTIE A - LA SCOLARITE OBLIGATOIRE

1. La portée de la scolarité obligatoire

Au Liban, il n'existe pas une scolarité obligatoire. On relève l'école publique et l'école privée. L'école publique est financée par l'Etat, donc gratuite de la maternelle aux classes terminales (Philo-Maths-Sc.Ex.) L'école privée, dite gratuite est financée par l'Etat (les parents ne versent qu'une somme dite modique) de la IIe à la 7e seulement.

L'école privée dite payante intégralement par les parents des élèves de la maternelle aux classes terminales.

Age requis: 3 ans (maternelle) - 18 ans (terminales).

Les autorités encouragent la scolarisation gratuite des enfants dans les écoles gouvernementales sur l'ensemble du territoire du pays, mais elle n'est pas obligatoire.

Orientation à partir des classes de 3e -

Branches: scientifique
professionnelle
commerciale
technique

PARTIE B - LES ASPIRATIONS SOCIALES

2. Objectifs déclarés de la scolarité obligatoire

Les objectifs de la scolarité non-obligatoire sont définis par des lois réunies dans un code intitulé "Statuts des Enseignants des Ecoles Privées". Les enseignants du secteur public sont considérés comme des fonctionnaires de l'Etat, ainsi ils sont soumis plus ou moins aux mêmes statuts, de plus, ils n'ont pas le droit d'avoir un syndicat à l'instar de ceux du secteur privé.

Les programmes des examens officiels sont élaborés par le Ministère de l'Education Nationale (Certificat, Brevet, les deux Baccalauréats).

Les programmes des autres classes sont élaborés par la Direction des Ecoles Privées avec le concours des enseignants.

Actuellement, un projet de réforme des programmes est à l'étude. La commission doit grouper des responsables du Ministère de l'Education Nationale, des Directeurs d'école et des membres du Syndicat des Enseignants.

Difficultés: deux communautés religieuses;
deux influences (orientale-occidentale);
plusieurs idéologies en cours;
financement.

Conclusion

Plusieurs projets ont été présentés pour la scolarisation obligatoire et gratuite avant la crise Libanaise.

A cette époque, les fonds étaient introuvables.

Dans l'immédiat, il faut reconstruire le pays et les pertes s'élèvent à 20 milliards de L.L. (une équivalence de 19 ans du budget de l'Etat).

Où trouver l'argent?

NEW ZEALAND

New Zealand Educational Institute (REGD)

INTRODUCTION

Before compiling this response the New Zealand Educational Institute asked a number of members throughout New Zealand to set up small study groups to prepare initial responses to the questionnaire. These responses were studied by a group of Executive members and Head Office staff, and the following response from the organisation was prepared. The National Executive wishes to place on record its appreciation of the work done by these study groups in helping to make the response reflect the views of a considerable number of members.

PART A - COMPULSORY EDUCATION

1. Information regarding the scope of compulsory education

a) Compulsory education is financed by the national government through grants to local controlling authorities. The country is divided into ten Education Districts, each with an Education Board, elected by the committees in the primary schools (themselves elected by the parents of the school district). These Education Boards control an administrative staff which is responsible for employing teachers building and maintaining schools and servicing education at the primary level in the district.

Secondary schools are controlled by their own Board of Governors, comprised mainly of representatives elected by the parents of pupils. These Boards of Governors are serviced by the Department of Education which builds and maintains the schools. The Boards of Governors appoint and employ the teachers.

The Education Boards and Boards of Governors are financed from the national government and operate under conditions laid down by the Education Act and the associated regulations. This is an oversimplified description of a complex system where there are overlapping areas. While the main funds come from the Vote Education, i.e. from the national government, all schools undertake fund raising campaigns to provide additional money to improve facilities and opportunities for pupils.

There are also a number of private schools catering for about 10% of the total number of pupils. The Catholic Education Authorities provide a comprehensive system and make up the bulk of the private schools. Other religious groups provide some schools and there are a few schools established by non-religious groups. In December 1975 Parliament passed an Act to provide for the voluntary integration of private schools and it appears likely that all the Catholic schools and most of the other private schools will integrate into the state system over the next few years. The Act provides for the preservation of the "special character" of the private schools, and was the result of prolonged negotiations in which the two major state teacher organisations (NZEI and PPTA) played a major part.

All private schools at present receive a substantial amount of financial assistance from the State, but the Conditional Integration Act reflects a desire on the part of the private schools to become more closely associated with the state schools while preserving what they see as their special character. It also reflects the difficulties experienced by private schools in trying to meet the increasing cost of education from fees, in a country where there are still no substantial variations in incomes.

The present arrangements, together with the trends outlined above, appear to meet best the needs of children and parents in New Zealand, but it is continually under pressure from interested groups to change and adapt and develop to meet changing circumstances. Parents and teachers are organised into various pressure groups working towards these ends.

b) The Education Act provides that all children between the ages of six years and fifteen years shall be in schools (unless some other provision is made). In practice children must be accepted for enrolment as soon as they have attained the age of 5 years; and a high proportion of students remain at school beyond the age of 15. They are entitled to receive a free education until they have completed their secondary education (17 or 18 years of age).

c) Education is legally "free" during this period, but there are costs to the parent in various ways, including voluntary fund raising, small fees for sports equipment, and other minor items such as class or school visits. These are voluntary, but there are peer group pressures to participate which can make demands on parents. Textbooks are provided, but parents must provide exercise books, pencils, pens and other personal material for pupils. It would be fair to say that without the fund raising activities of parents the school system would be very much less adequate than it is. Government provisions do not meet parental expectations.

d) All children within the age groups are able to attend school, i.e. places and teachers are provided. With few exceptions, all children attend to the age of 15 years. Exemptions may be given in special circumstances, usually when the pupil becomes a difficult behaviour problem.

Children at a distance from school are catered for by an excellent Correspondence School system (one of the best in the world) using radio, but not yet using television. This system extends into the tertiary and continuing education field. Nobody is excluded due to a lack of economic resources or the need to support himself or his family. However, there is a continuing need to extend these facilities to meet the special needs of children with special difficulties who live in more remote areas or whose parents are not sufficiently aware of how to obtain th services that are available.

e) All education authorities have powers and officers to ensure that all children attend school. Assistance can be given to families who need help with the provision of personal material for pupils. Grants are available to help country children attend boarding schools, and the Correspondence School provides for children in very remote areas. A comprehensive school bus service helps country children to attend consolidated schools.

f) We do not have statistics to match up with the question but the following figures may be helpful:

(i)

From all school leavers (1973)	%
To university	9.8
To other vocational teriary training	9.0
To technical traineeships	3.0
To skilled trades (e.g. apprenticeships)	16.1
	37.9

These figures cover all school leavers and those who left later than reaching the compulsory age are not separated.

(ii) The pattern of school leaving is shown below. Most children would reach 15 years of age in Form IV or Form V.

Ex-Form III	2.75%		
IV	14.69%		
V	22.35%	(without School Certificate)	42.02%
	19.17%	(with School Certificate)	
VI	16.54%	(without University Entrance)	40.53%
	23.99%	(with University Entrance)	

i.e. at least 82.55% of leavers stay beyond Form 4.

From a study of one cohort (13-14 year olds 1971 and 15-16 year olds 1973) it appears that 86.50% were still at school after turning 15.

It also appears that about 15% of children leave on or about their 15th birthday.

g) There is no discrimination against girls, minority groups or migrant workers. Provisions of various kinds are made for handicapped children, although continuing efforts are needed to improve and extend these facilities.

Facilities and institutions are available, but comment should be made on their internal organisation and their inability to provide equality in practice. Some examples are:

(i) Not all secondary schools offer girls manual skills training (wood/metal crafts) or boys homecraft training, or where it is offered, the dominant sex role is given preference.

(ii) Children with special needs who live in geographical isolation are not always catered for in the appropriate manner.

(iii) Intellectually handicapped children aged 13+ needing to be socialised into the community, are often institutionalised.

(iv) Children with extreme behaviour problems in schools not always catered for appropriately.

(v) Children with special needs not receiving the specialist teaching facilities.

PART B - SOCIAL EXPECTATIONS

2. Declared objectives of compulsory education

a) The objectives of education in New Zealand were defined by a Labour Government in the late 1930's as:

> "Every person, whatever his level of academic ability, whether he be rich or poor, whether he live in town or country, has a right, as a citizen, to a free education of the kind to which he is best fitted and to the full extent of his powers."

There has not been a redefinition since that time, but the official syllabuses, published by the Department of Education and used as guidelines in schools contain references in detail which support that general definition and give more specific aims for particular programmes. Within that broad general definition of aims there is a continuing argument about the objectives of courses and levels of education to achieve the major aim.

b) As the system is a national one there are no major variations in local areas although each school may work out the details of its own programme to achieve the common goal.

c) The generally accepted goals for compulsory education would probably conform closely with those set out by the Secretary-General in his introductory paper.

d) The NZEI does not see these as paper objectives. The problem is to reconcile the different interpretations of different parents to find a common view. In general we support the general objective and participate in the continuing debate on whether school programmes are achieving the desired result, especially whether the programmes are meeting the changing needs of pupils in a changing society. One problem is the absence of sufficient research to give some objective evidence of the relationship between the aims of school programmes and the effect of the process on children's attitudes and behaviour and general development. In this area every parent or citizen is an educational expert.

e) There are no apparent pressures to extend the age of compulsory education upward. Indeed, there are those who would prefer to lower the upper age and so release "reluctant learners" from the secondary schools; any such move to be accompanied by a right to some kind of "educational voucher" which would entitle the pupil to an equivalent period of free education at some later date.

There are strong moves to extend compulsory education, or at least full educational opportunities to children in their early years by providing kindergarten or other facilities to children below the age of five years. Significant moves have taken place over the last five years and they are continuing.

There is also pressure and action to improve the facilities for children who are handicapped physically, mentally and emotionally, for children who are slow learners and for children in more remote areas. These moves include not only the provision of facilities but also a change of emphasis in the form of education for handicapped children, so that the environment is aimed at fuller development and not just custodial attention.

Teacher organisations are active in these areas, and so are a number of other specialised groups concerned with their own interest groups (the deaf, the blind, the intellectually handicapped, etc.). The political parties tend to reflect the views of these pressure groups rather than to give a lead themselves.

f) In primary schools there is no external examination, so schools are free to develop programmes within the broad national guidelines, to meet the needs of their pupils and the community. There are no lock-step promotion systems within schools. A wide variety of programmes exist, from separate classrooom units to open planning or open education, family groupings and peer groupings.

Secondary schools are still restricted by an external examination although substantial efforts are being made to replace this system with an internal assessment system that will be acceptable to the many community interests and will "preserve national standards". Most secondary schools are and always have been of the comprehensive type, i.e. they receive all pupils from the local primary schools. Some secondary schools "stream" pupils into ability groups but many use other techniques to minimise the development of academic superiority/inferiority. There is a wide choice of courses in secondary schools although there are pressures to persuade pupils to take courses which seem "appropriate" to their apparent intellectual levels. Choices are made by parents and pupils in consultation with teachers.

The private schools offer much the same range of options, although one presumes that the parents who elect to use the "fee paying" schools believe that the schools offer some kind of special character or religious background - or perhaps the exclusion of children from "less desirable" backgrounds.

g) The compulsory school system is not expected to give specialised vocational training, but rather to produce students who are literate and numerate, who have developed some abilities to discriminate and who are motivated to continue to learn throughout life. The school programmes do provide a range of courses that could be considered in some sense to be prevocational - home science, woodwork, metalwork, typing, book-keeping and similar courses. These could also be seen simply as ways of relating learning experiences to interesting activities so that the learning is more meaningful. There is some resistance to the idea that these courses should be reserved for the less intellectually able children, but the pressures of the external examination tend to make it difficult for brighter children, aiming at good examination results, to find time to take these more practical courses. The use of the national examination system by many employers as a yardstick in the selection of employees reflects a myth within the community that the education system does train for a vocation, whereas the system is tending more and more to educate for the whole of life.

Generally there is some confusion among the public whether the system is aiming at a broad general education or at a kind of general prevocational training.

In fact, specific vocational training is provided by the tertiary system, which is non-compulsory, but is designed mainly as an open-entry system at low costs to the student.

3. Criticism of the compulsory education system

The examples of criticism given in the questionnaire are all well known in New Zealand. Common criticisms here are:

- failure to maintain standards in the basic subjects (the public through the media, employers' organisations);
- lack of adequate discipline (the public through the media);
- the disadvantages suffered by children from rural areas (the public through the media, parents' organisations, teacher organisations);
- the system too standardised and stereotyped (mainly parents' organisations and the public through the media);
- too little influence permitted the community (parents' organisations, the media - particular reference to Economic Development Conference); see below
- too much emphasis on traditional sex roles (parents' organisations, feminist groups, teacher organisations),

Through 1972, 1973 and 1974 the Governments of the day carried out an exercise, The Educational Development Conference, which gave opportunities to all groups and individuals to take part in a national "soul-searching" about the education system, its strengths and weaknesses and the directions in which it should be changed. Working parties were set up to study three major aspects of the system (Aims and Objectives, Improving Learning and Teaching, Organisation and Administration) and a final report, DIRECTIONS FOR EDUCATIONAL DEVELOPMENT, was produced. This document is providing a useful chart for future development.

Every group had an opportunity to participate and the NZEI played a very effective part at all levels of the exercise. The present paper is not the place to summarise in detail, but two very important emphases from the EDC were:

- the need to give greater opportunity for school based decisions in the programmes of schools;
- the need for greater participation by the community in the development of school programmes.

Both these emphases also implied the need for more devolution of decision making. We have yet to see how these moves will be put into practice.

In general, both the main political parties reflect the ideas of major pressure groups (teacher, parents, employers, etc.) rather than initiate ideas of their own. The educational authorities tend to administer rather than criticise the schools. The public and the media criticise and praise, often in conflicting ways. The teacher organisations criticise the financial provisions, the lack of specialist and support services, the administration and and any restrictions placed on schools; they urge curriculum reform but do not generally criticise the work of the schools. Trade unions claim that schools do not teach enough about the trade union movement and place too much importance on intellectual attainment rather than on the dignity of labour. Employers' organisations complain that pupils cannot spell, do arithmetic or write clearly. Other organised sectors claim that school programmes do not place enough emphasis on their particular interests: road safety, religion, drug abuse, respect for property, etc.

In this respect, New Zealand seems to be similar to most other developed countries with a Greco-Roman heritage!

4. Educational reform to fulfil expectations

a) The following reforms are being put into practice by the educational authorities:

   (i) a move away from external towards internal assessment in secondary schools;

   (ii) the provision of counsellors in secondary and intermediate schools;

(iii) the provision of less inflexible types of school building, to allow for more flexible educational methods;

(iv) some improvement in the supply of basic equipment - not yet sufficient;

(v) some reduction in pupil-teacher ratios - also not yet sufficient;

(vi) the integration of private schools with the state system;

(vii) the encouragement of programmes in Maori language and culture in an attempt to make the system more relevant for Polynesian pupils;

(viii) the move towards the introduction of programmes in human relationships and development;

(ix) greater attempts to meet the needs of sub-groups in the community, the Pacific Islands peoples in particular;

(x) the development of more up-to-date and relevant curricula;

(xi) the attempt to discover, through the Educational Development Conference, what the public as a whole wants from the educational system;

(xii) the introduction, even though on a limited scale, of "community" schools, permitting some degree of use by adults of the school's facilities and resources;

(xiii) the setting up of a few alternative schools - "schools without walls" type.

In the area of special education the following improvements are significant:

(i) the growth of Correspondence School provisions through the addition of special units for the handicapped;

(ii) the recent attachment of specialist teachers to schools for the intellectually handicapped who are working in adjacent Intellectually Handicapped Society provisions (pre-school and special care centres);

(iii) the upgrading of teacher qualifications and pre-service training programmes (and post-graduate courses) so that education for the handicapped is Education.

(iv) the development of support services such as Psycnological Service, Visiting Teacher Service, Correspondence School Peripathetic Service, Visiting Teacher Service, Correspondence School Peripathetic Tutors, etc.;

(v) the movement out of the health services - and segregated hospitalisation - for the handicapped into the education services;

(vi) the provision of ancillary aids to enable the handicapped to attend educational facilities;

(vii) the recent official circular adding access provisions for the handicapped into the building code for schools (and the alteration of existing schools);

(viii) the development of vocational services for the handicapped (Rehabilitation League - Special Placement Section of the Labour Department Vocational Guidance Service).

It is very difficult to forecast the degree to which these policies will meet public criticism of the system. Some developments are as yet very tentative, and are not likely to still criticism unless they are carried a lot further. The economic climate may prohibit this. It is also felt that no matter what is done, there will always be criticism by some groups of some aspects of the educational system, and that this is healthy, as a complete lack of criticism [illegible] to indicate national apathy, leading to a stagnant system.

b) The greatest pressures have been for curricula and organisations in the secondary school which permit a better opportunity to cater for the needs of the children who are not suited to an academic career, and for extensions in the provision of pre-school and continuing education. These latter two are, of course, outside the scope of the compulsory education field.

c) The reforms sought by the NZEI are generally the same as those outlined in 'a) and b)' above. Our main objectives at present are:

(i) continual improvement in staffing ratios with increased ancillary staffing;

(ii) increased support staff - psychologists, advisers and other specialists;

(iii) bringing all schools up to code by rebuilding or remodelling older schools;

(iv) a more liberal supply of equipment of various kinds including the planned introduction of TV in school programmes;

(v) continual improvement in teachers' salaries with a less hierarchical promotion structure;

(vi) more freedom for school based decisions and programmes.

d) There is little evidence of any widespread desire to extend the period of compulsory education at either end. There is a strong wish to improve opportunities for pre-school education, but not necessarily to make it compulsory.

5. Social expectations of the "output" of the compulsory education system

The five points listed in the questionnaire would all be familiar to New Zealanders as elements which would be expected by most people in varying degrees. Some people would accept them to be of equal importance. However, there could be substantial public debate on all of them. For example:

a) 1. How do you define a "good citizen"? A conforming person who upholds the law and supports the establishment, or a questioning, critical, revolutionary person seeking to change society?

2. Some people would question the importance of the "work ethos". Should schools preserve the puritan's view that work is good and that the "devil makes work for idle hands". Does the emphasis on "earning a living" place an importance on the materialistic society?

3. Which moral values should schools develop? Do modern Western societies have accepted moral values or are all values in the melting pot? How can schools operate without an implied moral code? And if so, which code? Should schools encourage pupils to examine alternatives? And if they do, how do they manage to keep the schools operating? When pupils come from societies with differing value systems (Polynesian, English, mid-European, Indian) which ones should be used in establishing day to day school routines?

4. To what extent should society permit the individual to protect himself? By the right to carry and use firearms? To organise into cultural ghettos in geographical areas, defended by paramilitary groups? And where do the previously accepted rights to property come in?

5. What should happen when strongly held cultural values conflict? What is the balance between mutual constraint and open conflict?

In New Zealand thirty years ago, these issues would not have arisen. One could talk about "generally accepted community values". Today there are many groups questioning the established values, and therefore posing problems to schools about the community expectations of the output of the schools. The attitudes of the dominant groups can be fairly clearly defined in terms of the five points in the questionnaire, but it is very difficult to assess the real strength of the groups who question the older accepted values. These groups tend to be very articulate and persistent, and the problem is to assess the degree of importance that should be given to their demands when working out school programmes. The President of the New Zealand Post Primary Teachers Association in 1972 referred to the secondary school as "a beleaguered institution", because of the conflicting criticism along the lines referred above.

In summary the five elements would appear to be generally accepted in New Zealand in the hope that the end product for society will be one of conforming and uniformity, but the undercurrents of dissatisfaction and conflict are evident to anyone with an ear to the ground.

& are covered in the response to '5. a)' above.
c)

d) is not applicable to New Zealand.

6. Social expectations related to practical possibilities

a) In many cases (but certainly not all), criticism is ill-informed. Many of those individuals who express criticism through the media (letters to The Editor, radio talk-back sessions, etc.) appear reluctant to accept anything that did not take place when they themselves were at school. A good deal of criticism arises from people who have not been inside a school for many years, have little or no idea of what actually goes on in them, and base their criticism on what they see in the case of a few individual children. There is a tendency on the part of some parents (and fortunately they are few, if often very vocal) to blame the school system for the shortcomings of their own children. However, criticism by such bodies as the PTA Federation, the School Committees Association, etc. is generally fairly constructive, and aimed at improving conditions for teachers as well as for children. These bodies show a much greater awareness of the restraints and difficulties faced by schools, and their publicity is generally supportive of the reform policies of teachers themselves.

Teachers as professionals, tend to be limited by their past experience of the structures, and hampered by the limitations of a system which their position forces them to protect. The NZEI has a continuing problem of formulating policy only as far as the innovating members can persuade the more conservative members to move, without generating an unacceptable level of conflict within the organisation.

b) Political powers and the educational authorities show a greater tendency to excuse weaknesses and deny the existence of restraints than to be constructive in their self-evaluation. The greatest efforts to make the public aware of restraints and shortcomings are made by the teachers' organisations, through press statements and the occasional television programme. They are aided in this field by the parents' organisations.

While teachers are quick to point out administrative restraints which affect their work, they are not always as quick to accept constructive criticism of the standards they achieve when this is made by responsible people. Instead of denying that restraints exist, they are sometimes guilty of using them as excuses for their own performance. A true profession must learn to be honest in its self-evaluation and to encourage dialogue with parents and other groups.

c) Movements seeking to promote particular objectives in society (environmental, population control, conservation, etc.) do tend to influence school programmes. However, these groups tend to over-estimate the impetus the schools can give their reform programmes, and their ideas are not generally fully accepted by the schools themselves until they are widely accepted by the community as a whole. Schools mirror society, rather than shape it.

There is a view that teachers tend to resist change which can only occur when there is effective communication between the people involved. More schools, both primary and secondary are beginning to develop lines of communication with parents and other groups. The Educational Development Conference, referred to above, has given a stimulus to these programmes which some schools and teachers have worked very successfully for many years. Sometimes outstanding teachers take the initiative. Sometimes outstanding community leaders take it. There is a growing realisation in New Zealand that schools and their communities can benefit from these procedures, providing that there are adequate safeguards for teachers from continual parental interference in programmes, as opposed to organised consultation and discussion about programmes.

7. International expectations

a) If such things as the United Nations Charter and the Bill of Human Rights mean anything at all, then it is reasonable to expect that national systems of countries that have accepted them should contain these elements. At the same time it is possible that national ideas of what constitutes, say, social justice for all, may vary. This is acceptable if the standard being followed is formulated by the people as a whole, and not merely by a ruling clique.

There should be a recognition of national character parallel with a respect for minority groups, and teachers should accept that there are political risks involved in encouraging some forms of international recommendations in education both by the international organisations and by national authorities where some ideas might be politically undesirable.

b) Teachers' organisations should certainly endeavour to establish a list of essential international elements through their influence in shaping the school curriculum. This has been done in New Zealand mainly through the Social Studies programmes.

c) In New Zealand there is no great problem or conflict with national goals, although there are many conflicting elements within the community. For example, there is general opposition to the development of nuclear testing in the Pacific, but there are differences of opinion on the action that should be taken to stop the testing (e.g. official trade boycotts, appeals to the International Court, industrial action to prevent trade, or what?). These conflicts and the public debate help develop further understanding of the relationships between people in different countries. They give meaning to "education for international understanding".

d) They should be both. One comes to international expectations from a secure basis of the common denominator of national goals - with some insights as to what those goals could be - and in the context of the international forum should develop greater insights that have their own inherent value. This should lead to a greater contribution both to the international community and back home in establishing national goals that lift the commonality of the denominator of national goals to higher levels. There's nothing like the peaks in the plains of human endeavour - brought on by a little bit of international hitch-hiking.

Nigeria Union of Teachers

PART A - COMPULSORY EDUCATION

Nigeria, as a matter of policy, has adopted education as an instrument par excellence for effecting national development. Consequently, education is no longer a private enterprise, but a huge Government venture in which all arms of Government demonstrate their active participation.

2. In accordance with this stand, the Head of the Federal Military Government of Nigeria, Lt. General Olusegun Obasanjo, launched the historic Univeral Primary Education Programme in Nigeria on the 6th September, 1976. On that occasion Lt. General Obasanjo described the UPE as the cornerstone in Nigeria's determination to produce a literate and educated society which will accelerate the tempo of her socio-political, cultural and economic development.

3. Although the UPE was launched in September 1976, it was announced that primary school education would become compulsory only towards the end of the present plan period, which is 1980. It was hoped and believed that by then, the benefit and importance of education would be so appreciated by all Nigerians that making UPE compulsory would then be a mere formality.

4. Nigeria, which is divided into 19 States, operates a Federal type of Government. Her constitution provides for a distinct division of responsibilities in education matters between the Federal and State Governments. Although primary education, secondary education and teacher education are on the concurrent list in the Constitution, with the introduction of the Universal Free Primary Education Scheme, the Federal Military Government has taken over financial responsibility, both recurrent and capital, for primary and teacher education. As a result of this, the States are executive agents of the Federal Government and as such, they see to the day-to-day administration of the existing schools. Secondary education, in addition, is being heavily subsidised by way of grants from the Federal Government to the State Governments. Secondary education, though controlled by the State, was originally run in schools that were owned by a variety of agencies including voluntary agencies, private proprietors and local communities. These schools are now being gradually taken over by the Governments of the States in which they are located. It is pertinent to add that with the takeover of former state-owned universities, higher education is now the exclusive responsibility of the Federal Government. It is the ultimate objective of the Federal Military Government to make education free at all levels; but meanwhile Government and local communities still continue to share responsibility for financing education.

How Many Years Are Covered by Compulsory Education?

5. Compulsory education will be limited to primary school level when that aspect of the UPE Scheme is introduced in 1980. Pupils enter the primary school at the age of six and remain in school until they are 12 because this level of education is of a six-year duration.

6. About 10% of the output from primary schools have access to secondary education. For instance, the secondary school enrolment in 1973 was estimated at about 448,904 while the primary school enrolment in that same year was 4,746,808. The Federal Government is very much concerned about the low enrolment figure in secondary schools in many parts of the country and this imbalance is being tackled in the current Development Plan through the establishment of new secondary schools and the expansion and improvement of the existing ones, particularly in the deprived areas.

7. No doubt the Universal Primary Education Scheme which is the precursor of the compulsory education due for implementation in 1980, provides facilities which are open in practice to all groups - boys and girls, minority groups and handicapped children throughout the Federation. In other words, adequate provisions are made as a matter of policy to admit into schools all children of school-going age who register for primary education at the time when registration is called for.

PART B - SOCIAL EXPECTATIONS

8. Because of the importance attached to education by the various Nigerian Governments - State and Federal - a seminar of distinguished educational experts was held under the chairmanship of Chief S.O. Adebo, former Permanent Representative of Nigeria at the United Nations and current Chairman of the National Universities Commission, to deliberate on all aspects of a National Policy on Education in 1973. These experts, who were drawn from a wide range of interests, included representatives of both Christian and Islamic religious organisations, the universities, National Universities Commission, the Nigeria Union of Teachers, interested external agencies, ministries and organisations in private and public sectors who are interested in the end-products of education for purposes of employment, women's organisations and others. Resulting from this seminar is the document titled "Federal Republic of Nigeria National Policy on Education" which was approved by the Federal Executive Council of Nigeria and published for implementation in 1977 throughout the Federation.

9. Since a national policy on education is Government's way of achieving that part of its national objectives that can be achieved using education as a tool, no policy on education can be formulated without first identifying the overall philosophy and objectives of the Nation.

10. According to the Second National Development Plan, the main national objectives of Nigeria which were endorsed

as the necessary foundation for the National Policy on Education, are the building of:

(a) a free and democratic society;

(b) a just and egalitarian society;

(c) a united, strong and self-reliant nation;

(d) a great and dynamic economy;

(e) a land of bright and full opportunities for all citizens.

11. Nigeria's philosophy of education, therefore, is based on the integration of the individual into a sound and effective citizen and equal educational opportunities for all citizens of the nation at the primary, secondary and tertiary levels, both inside and outside the formal school system.

12. For the philosophy to be in harmony with Nigeria's national objectives, it has to be geared towards self-realisation, better human relationship, individual and national efficiency, effective citizenship, national consciousness, national unity as well as towards social, cultural, economic, political. scientific and technological progress.

The National Educational Objectives

13. The broad national objectives of education to which the national philosophy are linked are:

(a) the inculcation of national consciousness and national unity;

(b) the inculcation of the right type of values and attitudes for the survival of the individual and the Nigerian Society;

(c) the training of the mind in the understanding of the world around; and

(d) the acquisition of appropriate skills, abilities and competences both mental and physical as equipment for the individual to live in and contribute to the development of his society.

14. It is necessary to clear one vital point: compulsory education in the Nigerian context only covers the primary level of education. And by primary education in this context, we mean education given in an institution for children aged normally 6 to 11+. Since the rest of the education system is built upon it, the primary level is the key to the success or failure of the whole system. This being the case the specific objectives of primary education are:

15. (a) the inculcation of permanent literacy and numeracy, and the ability to communicate effectively;

(b) the laying of a sound basis for scientific and reflective thinking;

(c) citizenship education as a basis for effective participation in and contribution to the life of the society;

(d) character and moral training and the development of sound attitudes;

(e) developing in the child the ability to adapt to his changing environment;

(f) giving the child opportunities for developing manipulative skills that will enable him to function effectively in the society within the limits of his capacity;

(g) providing basic tools for further educational advancement, including preparation for trades and crafts of the locality.

16. In pursuance of the above objectives, Government now prescribes a standard programme in a streamed system involving the following curricular activities for primary school education throughout the Federation: the inculcation of literacy and numeracy, the study of science, the study of the social norms and values of the local community and of the country as a whole through civics and social studies, the giving of health and physical education, moral and religious education, the encouragement of aesthetic, creative and musical activities, the teaching of local crafts and domestic science and agriculture.

17. As a practical demonstration of the Government plan to ensure that these objectives are served effectively, primary education has become free and universal throughout Nigeria. The Federal Government is principally responsible for funding the UPE scheme. To assist in the inculcation of permanent literacy and numeracy, libraries are already being incorporated into new primary schools being put up as part of the plan for the Universal Free Primary Education Scheme (UPE). Government also strives to make available materials and manpower for the teaching of science. This is done by the introduction of science and provision of science laboratories in the Grade II teacher training colleges designed for producing teachers for primary schools. This programme was mounted in order to increase the supply of elementary science teachers.

18. In respect of agriculture, Government has already launched an Operation-Feed-the-Nation Campaign which is a nationwide programme of mass participation in and orientation towards food production - on a large scale - throughout the country. Educational institutions as well as private individuals are encouraged to participate in this scheme. Instrumental to effective participation in the scheme is the supply to schools of farm implements, fertilisers, seeds and seedlings and the services to schools of the extension staff of the various State Ministries of Agriculture. It is however regrettable that the plan to ensure that all primary schools are properly equipped and staffed to promote sound and effective teaching to facilitate permanent literacy and numeracy among students remains a day-dream in many states of the Federation.

19. The need for the National Teachers' Organisation or any other group for that matter to press for compulsory education no longer arises in Nigeria in view of the decision

of the Government to set 1980 as the target date for that purpose. This decision was not just announced; it was reflected in the National Policy on Education which has received a wide circulation within the country.

Criticism of Compulsory Education System - seen as non-fulfilment of expectations

20. Education in general and free primary education in particular is a target of very virulent criticism in Nigeria. The criticism no doubt, implied unfulfilled expectations. Some people are asserting with increasing firmness that the standard of education in the primary schools is falling. Consequent upon this, the educational system is incapable of developing the spirit of inquiry and creativity in the children. Others say that the school curriculum is too traditional and does not relate to the needs of the community and therefore lacks meaning. Until recently, some said the system was a lineal descendant of the colonial system and had not been reformed to meet the needs of the new Nigerian Society. Others maintain that the system does not relate to the manpower needs of the society and so produces on the one hand people who are unable to get jobs and on the other hampers the development of the society due to its failure to produce the skilled personnel required.

21. The attack on standard of education in Nigerian schools is more commonplace and general. Parents, government officials, the West African Examinations Council (a body charged with conducting evaluation tests for students) and the general public express opinions on this aspect of criticism. This however does not necessarily make all the criticisms valid.

22. There is need to examine the facts available to us about Nigerian education at this stage so that the conclusions drawn from the various attacks may not be misleading. The British colonial masters introduced Western education to Nigeria through missionary and government efforts. In those old days most parents did not surrender their children willingly for formal education. But determined to spread education in order to propagate Christianity, missionaries went round enticing children of various ages into schools with gifts. There was hardly any upper limit in the ages of the children recruited. Many of us who were products of that system entered school at the age of twelve and spent between 8 and 12 years in school before completing primary education. This was the picture of primary education during the colonial period.

23. The precursor of what we have as the present educational system in Nigeria which today has been subjected to a most scathing attack was the free primary education which was introduced first in the old Western Region of Nigeria in 1955. For the purpose of this write-up, 1955 marks the beginning of a new system of education in Nigeria.

24. Before 1955 there was strictly no age limit among children admitted in the primary schools. Maturity for school was determined by height or whether a child's left hand could reach the right ear when he stretched his left hand across his head. Today primary school age is fixed at six and

officers during registration expect parents to authenticate this with birth certificate or sworn declaration. Before 1955 primary school course lasted between 8 and 12 years or even more but today the duration of primary school course is six years, with the result that most children complete the primary school course at the age of 12.

25. The mistake most parents and guardians now make in their assessment of the present educational standard is that they compare the ability of a primary six school leaver of today with a standard six school leaver of twenty-five years ago in spoken or written English or both. No doubt, there is bound to be some difference. In explaining this observable difference, one must not lose sight of the longer duration spent in primary schools 25 years ago than it is the case today. This time element means much to these children of the two systems who were learning English for the first time only when they entered school. Basically, it is wrong to use ability in a foreign language as the only parameter for assessing the standard of an educational system. This is why I tend to agree with the view once expressed by Mr. J.U. Obidegwu, one time Deputy Permanent Secretary in the old East Central State Ministry of Education when in the Renaissance of November 12, 1973 he was quoted as saying that the standard of education in his State was not falling; rather, it was the pattern of education that was changing. This observation in my opinion is valid for other parts of Nigeria.

Educational Reform to Fulfil Expectations

26. The reforms envisaged in the Nigerian educational system include the following:

(a) Change in structure:

(i) The Federal Military Government plans that primary school education should be of six-year duration throughout the country.

(ii) Secondary education snould now be or six-year duration and be given in two stages: a junior secondary school stage and a senior secondary school stage, each stage being of 3-year duration.

Where possible, the two types of schools will be under the same roof; in any case, the separate junior high school complements the senior high school even when it is located in a different place.

(iii) It is envisaged that a substantial number of primary school leavers will have access to junior secondary education and facilities will be provided for this. Those unable to proceed to junior secondary school will have opportunities provided for vocational training in craft schools and similar institutions where they can learn specific trades.

(iv) The junior secondary school will be both prevocational and academic; it will be free as soon as possible, and will teach all the basic subjects which will enable pupils to acquire further knowledge and develop skills.

(v) Students who leave school at the junior high school stage may then go on to an apprenticeship system or some other scheme for out-of-school vocational training.

(vi) The sixth Form as at present constituted will be abolished. Pupils will go direct from secondary school to university.

The Government has realised that the implementation of 3-3 secondary education system must take some years. This is because the 3-3 secondary education system has implications both for primary and higher education.

This new system is intended to commence with the first set of UPE products. Government has therefore about five years to plan the provision of the additional facilities to obsorb them and to take necessary action with a view to making the curriculum adequate for those for whom that level of education would be terminal. Trade centres and similar vocational centres will also be expanded to absorb junior secondary school leavers who cannot proceed to the senior secondary school.

(vii) The implementation of the 3-year senior secondary school system will also mean planning ahead to convert secondary schools from 5 to a 6-year course, and the inclusion of technical, commercial and other vocational courses in order to make senior secondary school leavers immediately employable.

(viii) The abolition of the sixth form course means that the universities will re-structure their courses from the 3-year to the 4-year degree course pattern to suit the six-year secondary school system.

(ix) The First School Leaving Certificate Examination will ultimately be abolished and Primary School Leaving Certificates will be issued by the headmasters of individual schools and will be based on continuous assessment of pupils and not on the results of a single final examination.

(x) Junior Secondary School Leaving Certificates will also be based on the continuous assessment method.

(b) Change in content

27. The reform in the curriculum at the primary, secondary and teacher training college levels are designed to orientate the pupil psychologically to his immediate environment and provide him with some basic knowledge and necessary skills that will enable him to earn a living in that environment. The study of languages, mathematics, science, cultural subjects, agriculture and vocational subjects will be given the greatest emphasis.

28. The senior secondary school will be for those able and willing to have a complete six-year secondary education. It will be comprehensive but will have a core-curriculum designed to broaden pupils' knowledge and outlook. The core-curriculum is the group of subjects which every pupil must take in addition to his or her specialties.

(c) In-service through correspondence course

29. In recognition of the fact that teacher education has a very crucial relevance to the whole educational system in general, and the UPE Scheme in particular, The Nigerian Third National Development was designed to give high priority to the production of trained teachers for schools at all levels and to the up-grading of the quality of teachers-in-service scheme.

30. For the teachers in-service training, a positive step has been taken by the Federal Ministry of Education by setting up a National Teachers Institute (NTI). The NTI will achieve its objectives by adopting effective methods of distance education through radio and correspondence courses. The headquarters of the NTI will be in Kaduna while there will be regional offices throughout the country. Initially the NTI will provide courses for unqualified teachers within the teaching service to enable them to upgrade themselves to the Grade II teacher's Certificate level.

31. The Nigeria Union of Teachers has advocated the extension of compulsory education to the junior secondary school level and free education to all levels. The Union also calls for the abolition of the six-day working week where it is in practice. On the other hand, parents and guardians are calling for the abolition of automatic promotion in schools as a means of nudging students to be more serious with their studies and the retention of boarding facilities in all secondary schools and teacher training colleges.

Social Expectations of the Output of the Compulsory Education System

32. In the area of social expectations of the "output" of the UPE or compulsory education, Nigerian opinions are far from being unanimous. The reason for this divergent expectations is that each member of the public assesses compulsory education or UPE in his own particular perspective. In other words, most people appraise it from their own unique view-point and in accordance with their own interests, aspirations, fears and hopes. Be this as it may, certain expectations are common to most Nigerians; for instance:

(a) parents expect the school to open up to their children easier or more gratifying ways toward the future than those which they had to follow themselves by being able to provide a means of access to the labour market and a channel for social mobility;

(b) others expect the educational system to be able to stimulate creativity, initiative, the spirit of enterprise and the capacity for innovation;

(c) some expect the school to train these children to appreciate moral values, by getting them to acquire through education the spirit of honesty, probity and other virtues;

(d) political leaders expect schools to educate those who will have the initiative and responsibility as well as the competence to shape the future of the nation politically, socially and economically;

(e) finally, others expect the school to develop in the child the ability to adapt to his changing environment.

33. Any social expectation of educational output which is egocentric in nature and scope is dangerous both to the child and his society. This is so because such an expectation makes the child see everything in terms of himself. Consequently, it does not allow him to assess things in terms of their effect on other people. This is why any social expectation of education which aims at giving the child the ability to protect himself alone should rate least on our scale of assessment.

Social Expectations Related to Practical Possibilities

34. It is true that investment in education is investment in human resources, the most vital of all the means for achieving social and economic development. This being so, the various Governments in Nigeria have provided substantial financial resources for the development of education and the acquisition of skills. This investment in education has resulted in the training of engineers, economists, accountants, doctors, nurses, technicians, teachers and other skilled personnel in short supply but so much needed for the assumption of responsibilities of independence, for planning and implementing economic and social development activities and maintaining and expanding public services. Despite the huge sum of money spent on education, Nigeria has still not produced enough doctors for the hospitals, or enough teachers for schools and colleges. Nor has the country got enough engineers and architects for her development programmes. Nevertheless the constraints on the production of enough manpower are very great and numerous. It demands time and planning to remove them. Paradoxically, at the lower level, owing to the inadequacies in the educational system, there is a large number of unemployed, job-seeking school leavers throughout the country. This unemployment problem especially in the urban areas has reached such proportions that parents now demand a strategy of deliberate employment and income oriented development planning that will eliminate completely this unemployment problem.

In schools, parents and guardians expect hundred percent passes in school examinations, in the West African School Certificate Examination and other school examinations without first of all thinking of the various constraints which hinder all attempts to improve educational standards in our schools.

35. From experience, the general social expectations in education are too far from reality in Nigeria. People criticise the standard of education and blame the teachers without thinking of the shortage of qualified teachers in schools, over-sized classes, inadequate school equipment and other physical facilities, the changes in social values and the problems of discipline. Apart from this, education is seen to be in the throes of contradictory expectations. One often hears the reproach raised against the school curriculum that it does not penetrate to the essential. At the same time, there is pressure on the teachers to serve ends which are often very superficial. For example, parents who have not succeeded in inducing their sons to stop their dependence on drugs and to have their hair cut or their beard cropped, and their daughters to give up their smoking habit, entrust such tasks to the teacher who spends only five contact hours with these children each school day. Unfortunately, the same parents rise up against the teacher when their children are punished for any misbehaviour. On such occasions they turn round and demand that teachers should confine themselves to essential matters. When one examines the expectations of the society in respect of education, one is tempted therefore to conclude that too much is being demanded of the teacher in particular and the educational system in general. Consequently, when there is a wide gap between expectations and reality, an explosive situation exists and teachers are readily criticised for non-realisation of these expectations as it is the case in Nigeria.

36. Fully aware of this sequence, and positively determined to rectify the wrong impression about the role of teachers in the educational set-up, the NUT endeavours to educate the public as to why a wide gap exists between promise and achievement in the Nigerian education. The process of education seems long and tedious but the effort is yielding a positive result. The National Policy on Education, Section 3 Clause 15 (5) records: "Government will ensure that all schools are properly equipped to promote sound and effective teaching, and in particular, that suitable textbooks and libraries are provided for schools". From this declaration, it is obvious that the Federal Government is fully aware that the nature of input stimuli will determine the quality of output in education. In fulfilment of this promise, funds are now being provided by the Federal Government for school libraries, textbooks and equipment. No doubt, if this effort is kept up by the Federal Government and the gesture is reciprocated by the State Governments spending money allocated to education for the designed purposes, then the gap existing between promise and achievement in our education will be bridged.

International Expectations

37. In an increasingly inter-dependent world, international co-operation in education is certainly inevitable. To demonstrate that, the Federal Ministry of Education is in effective contact with foreign governments and international agencies on educational matters through its appropriate organs or sections such as the Bureau for

External Aid, the Scholarships Division and International/ UNESCO Commission Division. Such co-operation is generally in respect of the provision of personnel, scholarship or fellowships and the provision of educational project facilities on a mutally acceptable basis.

38. The Bureau for External Aid plays a co-ordinating role in the processing and award of these foreign scholarships to deserving Nigerian students. The indirect effect of the foreign scholarships is the international fraternity which is encouraged as more and more Nigerians acquaint themselves with various forms of international morality, mores and ethos, thereby broadening, not only their outlook on life generally, but also their mental horizons. The direct effect is that Nigerian culture and values are transmitted to the various countries, while Nigerian returnees from these countries bring home a wealth of academic and general knowledge. This mutual exchange of ideas has enormously promoted solidarity between these nations and Nigeria.

39. Resulting also from this interaction is the introduction of international recommendations urging for the fundamental human rights and respect for human dignity in the Nigerian Constitution. Efforts are also being made to introduce the respect for others, social justice for all, the New Economic Order and international understanding etc. into the social studies syllabus.

40. The promotion of some of these essential international elements in the educational system could be seen as complementing and not conflicting with Nigeria's national goals. For instance, the New Economic Order, although a relatively new concept has elaborated various principles on which the new international economic relations should be founded in order to eliminate the widening gap between developed and developing nations and to ensure accelerated economic and social development, peace and justice for present and future generations. For Nigeria, these principles conform with the goal of economic independence in which the operative national policies are self-reliance, and intra-African co-operation.

41. Finally, it is obvious from the fore-going that if international and national expectations of education are properly articulated then international expectations would be a reflection of the common denominator of national goals.

PANAMA

Magisterio Panameño Unido

Parte A: ENSEÑANZA OBLIGATORIA

INFORMACION RELATIVA AL ALCANCE DE LA ENSEÑANZA OBLIGATORIA.

a) De acuerdo con los preceptos constitucionales es competencia exclusiva del Estado organizar y dirigir la educación en el territorio nacional y garantizar el derecho y el deber de recibirla. Este es el espíritu del artículo 86 de la Constitución Política de la República de Panamá del año 1972.

b) Los artículos 87, 88 y 89 de la Carta Magna amplía este deber al consignar lo siguiente:

> Artículo 87.
> Los panameños tienen derecho a recibir una educación democrática y científica, cuya finalidad será fomentar en el estudiante una conciencia nacional basada en el conocimiento de la historia y los problemas de la patria, en el dominio de la ciencia, la técnica y la cultura; en el hábito del trabajo; en su participación en el proceso del desarrollo económico y en la justicia social y la solidaridad humana.

El artículo 88 señala que la educación es un servicio público y se impartirá por un sistema único en todo el territorio nacional. Igualmente establece que la enseñanza es oficial o particular.

> "Es oficial cuando es costeada en todo o en parte por el Estado; es particular la que se imparte sin costeo alguno por el Estado; pero toda educación es pública, en el sentido de que todos los establecimientos de enseñanza, sean oficiales o particulares, están abiertos a todos los alumnos sin distinción de raza, posición social, ideas políticas, religión o la naturaleza de la unión de sus progenitores o guardadores.
>
> El funcionamiento de todo establecimiento de educación que surja por iniciativa de personas naturales o jurídicas, solo podrá ser autorizado de acuerdo con la Ley."

La gratuidad de la enseñanza y su obligatoriedad quedan establecidas en el artículo 89, que señala textualmente:

> Artículo 89.
> "La educación es gratuita en todos los niveles preuniversitarios. Es obligatorio el primer nivel de enseñanza o educación básica general.
>
> La gratuidad implica para el Estado proporcionar al educando todos los útiles necesarios para su aprendizaje mientras completa su educación básica general.
>
> La gratuidad de la educación ni impide el establecimiento de un derecho de matrícula pagada en los niveles no obligatorios.

No obstante las previsiones que se adoptan para hacer válidos los principios de gratuidad y obligatoriedad de la enseñanza, los recursos resultan insuficientes para incorporar a todos los niños de edad escolar en los servicios educativos; igualmente no se les puede proporcionar todo lo que requieren para su aprendizaje. Los recursos financieros son facilitados a través de la Administración Central mediante un presupuesto que se asigna al Ministerio de Educación y otras entidades del Sector Educación, La población de 6 a 14 años

Población (miles)	393.5
Alumnos (miles)	353.4
Escolarización %	89.8

De 15 a 17 años:

Población (miles)	106.7
Alumnos (miles)	60.3
Escolarización %	56.5

De 18 a 22 años (estudiantes universitarios no incluídos):

Población (miles)	152.5
Alumnos (miles)	30.3
Escolarización %	19.9

Según se desprende de la información estadística, la escolarización alcanza un mayor porcentaje de alumnos a edades más tempranas, bajando conforme aumenta la edad.

La principal causa por la que no asisten a la escuela algunos niños de edad escolar se debe preferentemente a la dispersión de la población. Poblados con pocos niños de edad escolar, en zonas inhóspitas, donde el establecimiento de un centro de enseñanza se hace muy difícil por la distancia, por falta de vías de comunicación. Las enfermedades, la pobreza y la necesidad de ayudar a los quehaceres del hogar son otras causas, pero que en sí no son obstáculo para asistir a la escuela cuando exista. La diserción escolar es de 23 aproximadamente en el nivel primario.

f) Las autoridades educativas, así como las locales, realizan censos escolares para determinar la población escolar y ofrecerle los servicios educativos. Donde exista un mínimo de 20 niños de edad escolar en un área geográfica de 2 km cuadrados se abre una escuela según disposiciones reglamentarias. En realidad, la población está bastante consciente de la importancia de la educación, por lo que la demanda de más y mejor educación es una tendencia en nuestro país.

g) La relación entre población por edad y matrícula por nivel de enseñanza y grado (tasas brutas de escolarización) puede apreciarse en este cuadro:

Año 1974

PRIMARIA

Edad	Población	Grado	Número	Por ciento
6	47.8	I	71.928	150.5
7	46.8	2	62.121	132.7
8	45.9	3	58.615	127.7
9	45.2	4	55.515	122.8
10	44.2	5	43.107	97.5
11	43.2	6	37.174	86.1
6-11	273.1	1-6	328.462	120.3
		MEDIA		
12	41.7	7	33.465	80.2
13	40.1	8	28.738	71.7
14	38.6	9	23.610	61.2
12-14	120.4	7-9	85.813	71.3
15	37.0	10	16.054	43.4
16	35.5	11	12.434	35.0
17	34.2	12	8.759	25.6
15-17	106.7	10-12	37.247	35.0

Fuente: Escolarización de Población - Ministerio de Educación, pág. 15.

construyen y reparan locales, fomentan bibliotecas escolares, asi como otros aportes en beneficio de la educación dentro del distrito.

Todo empleado público o privado paga un Impuesto de .75 de su salario como Seguro Educativo, lo cual integra un fondo para becas o préstamos que favorezcan la formación de recursos humanos que el país requiere para su desarrollo. Existe una modalidad de becas comunitarias donde se le da una asignación mensual a un núcleo educativo para el desarrollo de las actividades educativas.

c) La enseñanza obligatoria comprende nueve (9) años de escolaridad, que cubre tres ciclos de enseñanza:

Ciclo Inicial:
de Impulso a la Maduración y desarrollo, que corresponde al primero (I), y segundo (II) grado, para niños de 6-7 y 8 años de edad cronológica.

Ciclo Intermedio:
o de Instrumentación, que tiende a apoyar la acción para que los estudiantes adquieran los instrumentos del conocimiento en forma sistemática. Cubre los grados III, IV, V y VI y las edades de los estudiantes de 8, 9, 10 y 11 años.

Ciclo Básico o Final de la obligatoriedad
y que cubre los VII, VIII y IX grados, a edades de 12 a 15 años de los alumnos.

La Educación Básica General está dirigida a la población comprendida entre los 6 y 15 años, con una escolaridad de 9 grados I a IX. Este es el tronco de cultura común para todos los panameños y el punto inicial del sistema regular de enseñanza. Cabe hacer notar que apenas se está incorporando paulatinamente esta nueva modalidad, por lo que se habla de escuelas reformadas y no reformadas.

Las no reformadas tienen un nivel primario de 6 grados, que cubre las edades de 6 a 12 años, y un nivel Secundario dividido en primer y segundo año al que asisten alumnos de 12 a 18 años de edad.

El Primer Ciclo es de caracter general o exploratorio y el Segundo Ciclo de especialización o de caracter técnicoprofesional. La gran mayoría de las escuelas panameñas mantienen aún este sistema 6-3-3. Con la educación general básica, una vez cubiertos los 9 grados, puede ingresar a la educación media, que equivale al Segundo Ciclo de nivel Secundario.

d) Según se anotó en la primera parte de esta encuesta, el precepto constitucional determina que son gratuitos todos los niveles preuniversitarios, salvo el establecimiento de un derecho de matrícula, así como reparaciones del local, material didáctico y otros aportes de los padres de familia para el sostenimiento de la educación, que alcanza aproximadamente la suma de B/. 30.$^{\underline{00}}$ anuales. El Estado no tiene los suficientes recursos para hacer efectivo el precepto que dice: "La gratuidad implica para el Estado proporcionar al educando todos los útiles necesarios para su aprendizaje mientras complete su educación básica general". A pesar de que el presupuesto del Ministerio de Educación alcanza un porcentaje muy significativo y las partidas globales aumentan año tras año, no son suficientes, pues los padres de familia tienen que adquirir libros, cuadernos, uniformes y demás materiales indispensables para la educación de sus hijos.

e) Según las cifras estadísticas del año 1974, de una población total de 1.625 (miles) había una matrícula de 496.0 (miles), lo cual representaba un porcentaje escolarizado de 30.5, es decir que de cada 10 personas, 3 estaban atendidos por un establecimiento de enseñanza.

- Responsabilidad cívica y social del papel que le corresponde desempeñar en el desarrollo de su país como hombre y como trabajador, actuando en el estudio y el trabajo como partícipe de una sociedad democrática.
- Capacidad para la apreciación estética y la expresión artística en todas sus manifestaciones, como elemento fundamental en el desarrollo de la personalidad del estudiante.

OBJETIVOS GENERALES QUE DEBEN LOGRARSE EN LOS QUE ESTUDIAN (EDUCACION BASICA GENERAL)

- Dominio de los medios instrumentales para la obtención y uso racional del conocimiento científico y tecnológico para su propia integración y realización personal en la cultura.
- Cultivo del espíritu creador y crítico en el uso funcional del método científico en el estudio, comprensión, revalorización y robustecimiento de su propia cultura y la cultura latinoamericana y universal.
- Capacidad para la autoformación y perfeccionamiento constante de su personalidad, en el cultivo y apreciación de la expresión estética y artística, del sentido de la convivencia cívicosocial y desarrollo de la capacidad físico-deportiva.
- Conciencia de los valores de la familia, del valor de la salud personal y de la comunidad y de los medios de preservarla.
- Conciencia de la realidad socioeconómica de Panamá, de la responsabilidad de su participación racional, solidaria y creadora, en la transformación estructural y el desarrollo del país, y capacidad para desempeñar en el campo del trabajo y producción útil a su persona y a la Sociedad.

c) En general, el conjunto de objetivos señalados previamente conforman la filosofía y orientan el Sistema Educativo panameño en sus diferentes niveles. Además, en el planeamiento del curriculum hay una serie de objetivos a una mayor especifidad que señalan las directrices del trabajo docente. Se requiere conformar un cuerpo mejor integrado de objetivos, no demasiado teóricos sino orientados en la realidad nacional, en los aportes de la ciencia de la educación, en el conocimiento del niño y con miras a la satisfacción de las necesidades individuales y sociales dentro de un marco de cultura universal.

d) Las organizaciones nacionales de enseñanza son conscientes que estos objetivos son formulaciones teóricas, planteamientos filosóficos que orientan el Sistema pero que en la realidad o práctica educativa no se logran plenamente. Existen diversos motivos, tales como: dispersión de la población, desniveles sociales y económicos de la población, naturaleza humana, formación del personal, implementación docente de recursos materiales mínimos, ideológicos y procesos políticos en juego, y número de factores que restan eficacia y calidad a la enseñanza y limitan el logro de sus objetivos.

Lo más inquietante es que precisamente los grupos de menores recursos, grupos marginados a quienes debiera darse prioridad en su derecho a obtener los beneficios de la educación, son los que menos reciben esta ayuda, pues los grupos más numerosos en poblaciones mayores ejercen mayores presiones y disponen de más y mejores recursos para obtener las más amplias ventajas de un Sistema educativo por muy deficitario que sea en determinados aspectos. El factor económico, que parece ser la característica de nuestro tiempo, con sus limitaciones y disminución del poder adquisitivo de los individuos y de las naciones, impone serias limitaciones al Sistema educativo de los países en vías de desarrollo, pues no se pueden satisfacer las urgentes demandas de más y mejor educación. La inflación-recesión parece hacer mayores estragos en las clases más necesitadas.

e) La más alta prioridad se da no tanto a la dotación de recursos para mejorar la enseñanza sino a la designación de personal que atienda a los niños de edad escolar, no importa que la comunidad esté lo más alejada de los centros poblados y sin facilidades de acceso. Las comunidades poseen diversos grupos organizados o bien se agrupan cuando existen problemas cuya solución consideran urgente, y entre estos se cuentan los servicios educativos. Son las comunidades, las autoridades locales quienes presionan constantemente para la creación de nuevas escuelas y la ampliación y mejoramiento de las que existen, pues está en la conciencia de la comunidad el espíritu de superación individual y colectiva a través de la educación, por lo cual reclaman con insistencia estos servicios esenciales para el desarrollo nacional.

Las agrupaciones de educadores también hacen esfuerzos en este sentido, aunque sus planteamientos se dirigen a la orientación del sistema, el ordenamiento jurídico de la educación, la estructura organizadora, la designación de personal en base a los preceptos legales y a la designación de la carrera docente.

Los dirigentes políticos también realizan gestiones para el desarrollo educativo, pues estas acciones son apreciadas altamente y le rinden dividendos en sus aspiraciones personales.

f) La enseñanza obligatoria en la escuela adopta la forma de un programa escolar general que tiende a brindar a los estudiantes un tronco o base común para proseguir ulteriores estudios. Esta aspiración se ve limitada por razones económicas y por la ubicación de las escuelas de educación básica general que no está al alcance de todos los grupos en las diversas comunidades de la geografía nacional. Los padres de familia se ven limitados en sus aspiraciones a que sus hijos continuen estudios por razones socioeconómicas.

g) La enseñanza escolar obligatoria aspira a dar una formación más bien profesional pues no se cumple el ciclo profesional. La falta de talleres e implementación de la educación limita esta finalidad, y los alumnos no adquieren una formación profesional en el nivel obligatorio. Se hacen prácticas agrícolas, cría de animales y otras actividades agropecuarias, pero no son lo suficiente para garantizar la formación profesional que el país exige.

CRITICAS DEL SISTEMA DE ENSEÑANZA OBLIGATORIA POR NO LLENAR LAS ASPIRACIONES

a) Las críticas principales que se oyen comunmente son, entre otras, las siguientes:

1. El costo cada vez más creciente de la educación (libros mas caros, matrícula más elevada, costos adicionales por reparación de aulas, material didáctico y otras contribuciones de los padres de familia). Este clamor es general de las asociaciones de padres de familia y educadores, y público en general, y se indican que restan oportunidades educativas de calidad a los grupos menos favorecidos social y económicamente.

2. Para participación del educador y sus agrupaciones magisteriales en los cambios, transformaciones y decisiones que afectan al sistema educativo. La política educativa se desarrolla más entre el grupo dirigente antes que en las organizaciones de base; se toman decisiones que afectan normas legales establecidas.

3. Esquemas extranjerizantes. Algunos cambios, planteamientos generales, métodos, sistemas de evaluación, clasificación de objetos se adoptan de naciones más avanzadas, sin hacer la adaptación respectiva, lo que trae serios desajustes al sistema educativo nacional.

4. Sectarismo en los procesos de elaboración y aplicación de transformaciones educativas. Hay una centralización de todo proceso reformista que no admite ningún procedimiento o recomendación que no tenga su aceptación del grupo que impulsa las reformas.

5. Marginación profesional de educadores capaces y padres de familia mediante la toma del poder político-administrativo por un determinado grupo de educadores que, sin basarse en claros preceptos legales, han acaparado las posiciones claves, sin ningún concurso de mérito, violando así normas contenidas en la Ley Orgánica de Educación y poniendo en tela de duda la estabilidad del educador.

   Se hacen traslados, rotaciones, designaciones de personal que crean inseguridad e inquietudes en el ramo. Se toman medidas de represalias contra aquellos que cuestionan los planteamientos teóricos de los reformistas que resultan confusos y contradictorios a un buen número de educadores y público en general. La selección de personal no sigue un procedimiento adecuado, por lo que personas no idóneas son designadas.

6. La educación hace hincapié en métodos memorísticos, el conocimiento por el conocimiento antes que en el pensamiento reflexivo, análisis crítico, principios y generalizaciones de aplicación general. La educación liberal o academica goza de mayor prestigio que la técnica.

7. El programa de estudio está recargado de asignaturas, con mucho contenido y en algunos casos no actualizado; en consecuencia se aparta de las verdaderas necesidades e intereses del alumno y de los requerimientos sociales de la sociedad contemporánea. Las revisiones que se hacen no están debidamente planificadas.

8. La formación de personal no corresponde al mercado laboral. Hay miles de maestros sin empleo, bachilleres en ciencias sin ocupación; sin embargo se necesita persomal técnico y especializado en áreas agropecuarias, científicas y de prioridad en los planes de desarrollo nacional.

9. Reformas o cambios sin basarse fundamentalmente en un diagnóstico de la realidad educativa del país e implementarios de acciones y planes de trabajo sin enmarcarse dentro del planeamiento científico de la educación.

10. En determinados casos no se permite al educador tomar una posición frente a la problemática en que se desenvuelve su labor. Hay que evitar toda medida de imposición que se aparte del respeto a los valores humanos y profesionales y proscribirdel Sistema toda acción divisionista y sectaria, contraria al sentido de unidad que debe prevalecer en el magisterio nacional.

11. La designación de personal tardíamente y a veces sin la idoneidad requerida es otra de las críticas constantes; se indica igualmente el aumento de horas de trabajo y la falta de material didáctico, equipo, bibliotecas, edificios, mobiliarios y otros elementos indispensables para la realización del trabajo.

12. Algunas jornadas pedagógicas o seminarios que se ofrecen no brindan la orientación pedagógica esperada; además, algunos proyectos no se evaluan adecuadamente y se sigue en su implementación como los Ciclos Básicos. Los criterios de selección se escuelas para iniciar estos nuevos proyectos no se dan a conocer, ni se consulta a veces a los padres, ni se les señalan los alcances de tales medidas.

Son múltiples y de diversa índole las críticas al sistema, las cuales provienen de diferentes sectores públicos en general, padres de familia, comunicadores sociales (prensa hablada y escrita), de las agrupaciones de educadores y otros grupos que integran la comunidad nacional.

NOTA: A través de comunicados, documentos de trabajo, planteamientos formulados, investigaciones hechas, Magisterio Panameño Unido ha dado a conocer a CMOPE sus críticas, análisis del sistema educativo y reformulaciones para las rectificaciones requeridas para enmarcar la educación nacional, según lo establece la Constitución Política de la República de 1972, hacia una educación democrática, científica y nacionalista.

REFORMA DOCENTE PARA LLENAR LAS ASPIRACIONES

a) Las autoridades educativas adelantan el establecimiento de la Educación Básica General de nueve grados, según lo consigna la Constitución y dentro de la orientación que ésta determina. Los Centros de Educación Básica, Ciclo Básico, Escuelas de Producción son esquemas escolares dentro de esta concepción. No hay una evaluación exhautiva de su funcionamiento, por ahora no se han creado nuevos ciclos, y se sabe de algunos problemas, como la falta de recursos de trabajo y la poca orientación técnica que reciben los que allí laboran. Se aspira a elevar el mínimum de educación que todo individuo debe poseer en una sociedad moderna. De esta forma tratan de hacer frente a la crítica fundamental del sistema que en términos generales se indica que no responde a las aspiraciones sociales e individuales.

La calidad de la enseñanza tiene aún un gran margen que no satisface plenamente; además de la formación del hombre según las exigencias morales, se piensa que no hay un equilibrio total entre demanda y formación.

b) Las reformas docentes que anhela la sociedad es que se de plena participación a los grupos para hacer del proceso un cónclave democrático, donde se sopesen ventajas y desventajas y las decisiones emerjan del grupo según las exigencias sociales y en base a prioridad de la nación.

La formación del educador es de fundamental importancia y como política educativa debe hacerse a nivel universitario.

c) Las reformas docentes que desean las organizaciones nacionales de enseñanza es una nacionalización didáctica con métodos modernos de enseñanza, criterios valorativos más científicos y una rica implementación que facilite la acción docente.

Se insiste mucho en la formulación de objetivos orientados de la educación.

La matrícula en la República, según nivel de enseñanza, era así en 1974:

Total:	495.903
Preprimaria	11.374
Primaria	328.460
Media	123.404
Ciclo Básico	9.905
Primer Ciclo	64.435
Segundo Ciclo	37.166
Bachillerato	8.837
Normal	1.993
Profesional y Técnica	6.842
Agrícola	7.150
Comercial	3.884
Industrial	2.238
Teología	5
Vocacional de Primer nivel	5.624
Agrícola	648
Comercial	1.103
Industrial	3.552
Industria del vestido	249
Matrícula	53
Telegrafía	19

n) Según se indicó previamente, el artículo 88 señala que "toda educación es pública, en el sentido de que todos los establecimientos de enseñanza, sean oficiales o particulares, están abiertos a todos los alumnos sin distinción de raza, posición social, ideas políticas, religión o la naturaleza de la unión de sus progenitores o guardadores".

Parte B: ASPIRACIONES SOCIALES

OBJETIVOS DECLARADOS DE LA ENSEÑANZA OBLIGATORIA.

a) Los objetivos de la enseñanza obligatoria están plasmados en la Constitución Política de la República, en forma general como política educativa, luego en la Ley Orgánica de Educación se indican los objetivos de cada nivel de enseñanza. En el nivel medio existen una serie de objetivos, al igual que para el nivel primario hay una serie de propósitos con un conjunto de habilidades específicas.

b) La Constitución Política establece en el Artículo 8 lo siguiente:

> "Los panameños tienen derecho a recibir una educación democrática y científica, cuya finalidad será fomentar en el estudiante una conciencia nacional basada en el conocimiento de la historia y los problemas de la patria en el dominio de la ciencia, la técnica y la cultura; en el hábito del trabajo; en su participación en el proceso del desarrollo económico y en la justicia social y la solidaridad humana".

La Ley Orgánica, en su artículo 4o del Título I, Capítulo Unico, señala:

"La educación panameña en todos sus niveles se orientará hacia la satisfacción de las necesidades económicas, higiénicas, cívicas, culturales y morales de la Sociedad. Con tal objeto, los programas de enseñanza consultarán las características distintivas de la niñez y la juventud panameñas, así como las condiciones del medio físicosocial.

El Artículo 34 de la precitada Ley indica:

"La educación preprimaria tiene por objeto proporcionar al párvulo un ambiente físico y social adecuado a su crecimiento integral, particularmente propicio para la formación de buenos hábitos mentales y de conducta".

El Artículo 38 dispone:

"La educación primaria tiene por objeto favorecer y dirigir el crecimiento integral del educando y ofrecerle las experiencias mínimas que habrán de hacer de él un ciudadano eficiente en una comunidad civilizada".

El Artículo 51 establece:

"La educación Secundaria tiene por objeto continuar estimulando y dirigiendo el crecimiento integral del educando iniciado por la escuela primaria, explorar las aptitudes e intereses de los educandos y prepararlos de acuerdo con tales aptitudes e intereses y de acuerdo con las necesidades sociales para ocupar con éxito el puesto que a cada uno le corresponde en la vida social de la comunidad.

El Artículo 53 especifica los niveles de educación secundaría como sigue: "La educación secundaria comprende dos etapas, llamadas Ciclos. El Primer Ciclo, de carácter cultural, general y exploratorio; el Segundo, de especialización, que podrá ser académico, profesional o vocacional"...

En un Estudio de la Educación Nacional, efectuado en 1947, se formularon los propósitos de la educación, a saber:

"Juzgaremos la eficiencia de nuestro esfuerzo educativo por la medida en que la Escuela Panameña, a través del ambiente de oportunidades y experiencias que ofrece al educando, ayude a éste a adquirir la comprensión, los hábitos y las actitudes que sus aptitudes le permiten y que le capaciten para:

1. Trabajar con eficiencia y honradez para ganarse el sustento y participar de manera constructiva a la vida económica del país, orientada hacia el menor uso de nuestros recursos naturales y humanos (TRABAJO).
2. Mantenerse sano y asumir la responsabilidad que le corresponde para la salud y el mejoramiento de las condiciones físicas de la vida individual y colectiva (SALUD).
3. Participar con placer a la vida del hogar y aceptar su responsabilidad en el mejoramiento y mantenimiento de éste (HOGAR).
4. Participar en forma cada vez más efectiva a la vida democrática del país y del mundo (DEMOCRACIA).
5. Emplear el tiempo libre en forma agradable y positiva, tanto desde el punto de vista personal como social (RECREACION).
6. Actuar conscientemente dentro de las normas de la moral y de ética social y profesional (ETICA).

HABILIDADES BASICAS COMUNES A LOS PROPOSITOS DE LA EDUCACION NACIONAL

Con el fin de lograr cada uno de los fines acordados, los niños deben crecer constantemente en las siguientes habilidades básicas que los capaciterán para desempeñarse adecuadamente en la vida:

1. La habilidad de leer inteligentemente.
2. La habilidad de expresarse correctamente en forma oral o por escrito.
3. La habilidad de usar de otros medios de expresión (pintura, música, modelado, etc.).
4. La habilidad de escuchar con respeto, inteligencia y simpatía.
5. La habilidad de aplicar relaciones numéricas en la interpretación y solución de problemas corrientes en la vida.
6. La habilidad de trabajar independientemente y como miembro de un grupo.
7. La habilidad de emplear el método científico para la solución de problemas mediante la observación sistemática y la interpretación de los hechos.
8. La habilidad de autoanálisis y autodirección.
9. La habilidad de terminar la labor comenzada, de la cual uno es responsable.
10. La habilidad de desarrollar la comprensión y la apreciación estática que contribuyen a enriquecer la vida.

Los objetivos específicos de la Educación Secundaria Panameña son, entre otros, los siguientes:

1. Desarrollar la comprensión de la realidad nacional.
2. Ayudar en forma objetiva las circunstancias económicas, sociales y espirituales que han influído positiva o negativamente en nuestra sociedad.
3. Desarrollar la actitud científica necesaria para participar en el estudio de los problemas de la Comunidad panameña.
4. Estimular la orientación y la eficiencia vocacional hacia una actividad productiva y socialmente útil en el ambiente nacional.
5. Promover la salud física y mental individual y colectiva.
6. Cooperar al mantenimiento y fortalecimiento de la familia y promover el bienestar humano.
7. Desarrollar el gusto y la apreciación de la literatura y el arte.
8. Evaluar y afianzar las normas políticas fundadas en el sistema democrático de Panamá, conseguidas por la Constitución y por las leyes de la República.
9. Orientar a los adolescentes hacia la realización de los valores humanos.
10. Desarrollar los principios de solidaridad humana, de interdependencia y de convivencia pacífica de los pueblos.

PROPOSITO FINAL

El propósito final de la educación secundaria panameña es contribuir a la formación del tipo de hombre panameño que por su prepación y por su integridad sea capaz de conservar los elementos vitales de nuestra herencia cultural y de transformar progresivamente nuestro medio físicosocial con fines de bienestar nacional y de solidaridad humana.

FINES GENERALES DEL SISTEMA DE ACUERDO CON LOS OBJETIVOS GENERALES DE DESARROLLO NACIONAL POSTULADOS POR LA REFORMA EDUCATIVA.

El Sistema Educativo, factor decisivo del desarrollo nacional, enmarca sus fines generales en los objetivos globales de desarrollo e independencia nacional del Gobierno Revolucionario que se expresan en los puntos siguientes:

- Independencia, descolonización.
- Integración de la población marginada.
- Estructura y desarrollo democrático basado en los principios de solidaridad humana y justicia social, actualizada mediante una descentralización popular en la preparación y ejecución de decisiones.
- Aceptación y racionalización del proceso permanente de cambio y transformaciones como consecuencia del progreso social y tecnológico contemporáneo.
- Desarrollo de la Ciencia y la Tecnología en la defensa, utilización y conservación de los recursos naturales y renovables del país.
- Eliminación de la pobreza.
- Aumento de la riqueza nacional.
- Integración económica regional nacional.
- Fortalecimiento de la conciencia nacional.
- Integración Social.

Los fines generales del Sistema Educativo de Panamá se expresan del modo siguiente:

- Ser factor fundamental para lograr un país independiente y democrático, mediante el fomento en el estudiante de una conciencia nacional y la participación en la superación de las condiciones sociales, económicas y culturales de la sociedad panameña.
- Educar actuando en el estudio y el trabajo, en la justicia social y la Solidaridad humana, en el dominio de la ciencia, la técnica y la cultura con las necesidades reales de la nación panameña.
- Enriquecer la cultura panameña conjugando la realización personal y social del hombre panameño, con el desarrollo económico, social y científico de su país y del mundo.

OBJETIVOS GENERALES QUE DEBEN LOGRARSE EN LOS QUE ESTUDIAN

- Capacidad para la formación de la personalidad creadora y crítica, de la autorealización personal y social con fortalecimiento y dominio de la voluntad y el carácter.
- Espíritu creador y crítico, que cultive en la investigación, reflexión, estudio y comprensión los problemas del país y del mundo con dominio del método científico.
- Aptitud para obtener el conocimiento de su país y del mundo, mediante el análisis del contexto social y la participación de las personas al desarrollo del país.

El III Congreso de Educadores, convocado por el Magisterio Panameño Unidos en Agosto de 1974, aportó documentos básicos en tal sentido. La Declaración de Principios, el trabajo del Dr. Laurentino Gudiño B., "Problemática del mundo contemporáneo y la Educación Nacional", así como el trabajo del Dr. Humberto Ricord sobre REFORMAS LEGALES ANTE LAS NUEVAS DIMENSIONES DE LA EDUCACION PANAMEÑA son referencias valiosísimas. Hay que destacar igualmente el trabajo "Bases generales para el desarrollo del sistema educativo panameño".

d) La Constitución de 1977 extiende el período de obligatoriedad escolar al Ciclo de Educación General Básica. Se extiende en dos direcciones: hacia la educación preescolar, como parte integrante del sistema, aunque se mueve muy lentamente, y hacia el Ciclo Básico, o primer ciclo de educación secundaria. Los grupos comunales y los técnicos del ramo son los que impulsan estos proyectos.

ASPIRACIONES SOCIALES DEL EFECTIVO DEL SISTEMA DE ENSEÑANZA OBLIGATORIA

Los objetivos señalados en la primera parte de este documento son las conductas que se desean alcanzar en los alumnos en las distintas etapas del proceso enseñanza-aprendizaje. Hay limitaciones y matices en su consecución.

Los puntos anotados: formar buenos ciudadanos en el sentido amplio y capacitarlos para ganarse la vida o eficiencia económica son válidos al igual que la comprensoón de valores morales. No haríamos omisión pero si un enfoque distinto, por ejemplo su propia defensa que es capacitarlo para vivir, para resolver sus propios problemas y trabajar con otros en la solución de problemas comunes.

Agregaríamos el sentido del deber y responsabilidad como miembro de un hogar, ya que la familia es la base de la sociedad moderna. Una orientación científica y de salud también es fundamental en nuestro tiempo para comprender la problemática actual, así como la mejor utilización del tiempo libre.

LAS ASPIRACIONES SOCIALES EN RELACION CON LAS POSIBILIDADES PRACTICAS

a) Las aspiraciones sociales sobrepasan las aspiraciones y se han indicado los problemas y limitaciones de índole individual, psicológica, social e económica que restan efectividad al sistema educativo.

Los cambios se dan a conocer, pero existe un margen bastante amplio de desconocimiento de los cambios y transformaciones que se proyectan sobre todo a nivel de educadores de base; además, el número de alumnos por clase, niveles de formación de los educadores, horas de clase, locales, sueldos, también son determinantes en el logro de los objetivos.

b) La prensa hablada y escrita tiene constantemente informaciones de la marcha de la educación, de sus cambios, ya que el problema de la educación es algo que a muchos preocupa en su dimensión de formación del ciudadano útil y progresista de la nación.

La educacion no se considera como respuesta a la problemática que afecta al país; es un medio que contribuye a su solución. Es la conjunción de esfuerzos hacia objetivos comunes de diversas instituciones oficiales como particulares las que contribuyen a la solución de muchos problemas que aquejan los pueblos. Los movimientos y tendencias que se observan hacen su impacto en las prácticas docentes, así como en el planeamiento del curriculum y formación docente con el que se trata de dar respuesta a los problemas que afectan el mundo de hoy dentro de un marco de colaboración y de integración de esfuerzos.

ASPIRACIONES INTERNACIONALES

Los pueblos y las naciones tratan de fortalecer sus propios valores, darle prioridad a lo consustancial de su propio ser y existencia, pero ese fortalecimiento nacional no contraría los postulados a nivel internacional que orientan a los pueblos. Existe cierto grado de interdependencia, y la cultura y el saber científico no es patrimonio exclusivo de ningún pueblo, por lo que la red de informaciones e intercambio a nivel internacional va ofreciendo experiencias, nuevas perspectivas para los pueblos en el enfoque científico de sus problemas, facilitando la vía de cooperación y comprensión internacional. En este propósito los cónclaves internacionales de amplia participación permite el flujo de ideas innovadoras de esclarecimiento de principios orientadores que van señalando caminos de mayor justicia y dignidad humana.

REPUBLIC OF CHINA
(Taiwan)

China Education Society

COMPULSORY EDUCATION

I. Introduction

Education is an important element for the promotion of national development and social progress. The duration of basic education received by a person has become a measurement of its national strength and a major standard for its development. Hence, countries today, in order to accelerate development, raise national quality and intensify national power, are dedicating strenuously to the prolongation of education for their people.

The Republic of China, for the purpose of upgrading the quality of manpower resources, is promoting economic growth, and improving the life of the citizens. In order to speed up the development of human resources, the government has been much concerned with the development of education, culture, and science, particularly since the extension of universal free education from six to nine years in 1968. It is not only an epoch-making event but also a force in all-out innovations in Chinese history of education.

II. Features

As the government decided to extend the universal free education from six to nine years in the school year of 1968, a Presidential directive about the key-points of educational reform was issued in February 1968 to the effect that, before the nine-year universal free education programme could be put into operation, it was necessary for us thoroughly to reexamine our policies, system and practice in education in the past decades on the basis of the educational thought of Dr. Sun Yat-sen -- ethics, democracy, and science; and armed with the resolution to start anew and build from the ground up to institute a new kind of education that would be active and dynamic, sensitive and infused with a sense of construction a new education that could be the means of pragmatic renovation of our society. The features of the nine-year free education are as follows:

(a) Free education is divided into two phases: six years of public primary education and three years of public junior middle school education, but the courses run consecutively throughout the nine years;

(b) Public junior middle schools are divided into school districts, graduates of public primary schools are assigned to respective public junior middle schools without entrance examination and free from tuition;

(c) The subjects of study in public junior middle schools development, as well as further schooling.

III. Public Primary Education

1. General description

Before 1968, primary education was 6 years compulsory education, but now it is the first 6 years schooling of nine-year universal free education.

Primary education admits children from the age of 6 to 12. Children at the age of six must attend primary school. Education at that level is free for all. Those children from poor families and those living in mountain areas or the off-shore islands are provided with free textbooks. Those who are much older than school age and have not yet received primary education must take the free educational programme for illiterates. The programme is conducted by social education institutions.

In the 1950-51 school year there were only 1,231 primary schools with 906,950 pupils. Owing to the ever mounting population, both the number of primary schools and that of pupils kept 1975-76 school year, the number of primary schools had increased to 2,376 and that pupils 2,364,961 registering a rise, respectively of 93% and 161% over the corresponding figures of 1950-51.

Primary education emphasizes life, education, character build-up training for physical and mental health, and the teaching of basic knowledge and skills so as to enable children to enter public middle school.

2. Measures taken for improvement

Primary education is the basis of overall educational reform. In order to improve primary education to meet the operation of the 9-year universal free education programme, the Ministry of Education and the Provincial Department of Education has formulated points of emphasis and has taken measures as follows:

(a) Construction of new classrooms;

(b) Upgrading the competence of teachers;

(c) Improvement of the curriculum and teaching materials;

(d) Improvement of teaching methods.

3. Points of further effort

(a) To supplement teaching equipment;

(b) To eliminate the two-shift system in the first and second grade;

(c) To reduce class size;

(d) To establish small schools;

(e) To develop exceptional education.

IV. Free Middle School Education

1. General description

To raise the general educational level of the people to meet the needs of national reconstruction, there was introduced in the 1968-69 school year an important measure whereby the three years of junior high school, which had in the past been regarded as part of the secondary education, were taken out from their original position in the educational framework and reassigned to the elementary segment of the educational system. To mark this epoch-making change, the term National High School (Public Junior High School) is now used to take the place of the traditional junior high schools. There were in the 1968-69 year 474 such national high schools with 517,491 students. Six years later, in the 1975-76 school year, the number of national high schools had increased to 597 and that of students to 1,036,357.

The public middle school is a new type of school resulting from the operation of the nine-year universal free education programme. According to Article 2 of the law enacting nine-year universal free education, "universal free education is divided into two stages. The first six years is designated public elementary school education and the last three years public middle school education".

The aim of the public middle school is to provide a continuation of basic elementary education; that is, further education with emphasis on vocational and technical training in addition to the basic subjects of cultural cultivation.

The public middle school is established according to school district, that is, one district has one school. Public middle schools admit all elementary school graduates in the district. Students are all tuition-free; other school charges prescribed by law shall be waived for students with outstanding records. Students in mountain areas and the off-shore islands are provided with free textbooks.

2. Principal measures taken for improvement

(a) Improvement of competency of teachers and administrators:

  (i) pre-service training for teachers;

  (ii) training for public middle school principals;

  (iii) training for local educational administrators.

(b) Construction of school buildings.

(c) Equalisation of teaching facilities in all middle schools.

(d) Curriculum standards and textbooks.

(e) Grouping of classes and teaching.

3. Points of further effort

   (a) To formulate a second phase three-year plan.

   (b) To raise the rate of attendance.

   (c) To upgrade the competency of teachers.

   (d) To supplement school facilities.

   (e) To make plans of further education or employment for middle school graduates.

V. General Appraisal

Since the implementation of the nine-year free education programme, the second phase in a period of three years has been completed. However, as far as the continuity of education is concerned, greater effort has to be exerted before concrete results can be accomplished. If we review the present general situation of the implementation programme, the following facts and results achieved so far have certainly laid the successful foundation for the nine-year education programme.

1. The formation of a new educational concept. The concept of educational investment has been acceptable to the general public. Full development of a collective concept has enabled the government and people and the departments concerned to closely co-operate and coordinate.

2. The extension of the original six-year free education to nine years was put into force with only one year of preparation. This is an indication of our national strength and the efficiency of the government's administration. Its primary aim is to meet the need of national recovery and reconstruction and improve the well-being of the people. This follows the trend of global educational development and to uplift our prestige in the international community.

3. With the nine-year free education programme, attendance rate has been soaring, following the wide establishment of national secondary schools. At the same time, the secondary schools have become the focal point of the Chinese cultural renaissance movement.

4. After the implementation of the extended education programme, the system of educational administration has become more complete than the previous one. Responsibility between the central and local administration has become crystal clear, hence not only facilitating management and supervision but also helping research and development.

5. The tremendous investment in education by the government has created more employment opportunities directly or indirectly. At the same time, the raising of the national standard of knowledge, morality, health and scientific techniques will certainly bring about favourable effects on the country's politics, economy, society, culture. national defense and other social constructions.

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6. As a result of the implementation of the nine-year free education programme, pressure on the primary school students for entering secondary school have decreased and the cramming sessions reduced. Teaching and learning in the primary schools have thus been normalised.

7. In view of the fact that priority has been equally placed on moral cultivation, intellectual training, physical development and social education in all secondary schools, students have greatly benefited both physically and mentally. Because of this measure taken, there is a remarkable improvement in the health of the students.

8. After the implementation of the nine-year free education programme, school district system has been vigorously carried out. As a result, students can go to the nearest schools rather than going faraway on foot or by bus. Thus, parents' money can be saved and their mental burden reduced simultaneously.

9. Since the strengthening of counselling service on schooling and job-seeking and the improvement of entrance examination methods, graduates of junior secondary schools can make their own choice on whether to continue studies or to seek employment. Most of the parents are satisfied with this measure.

VI. Conclusion

It is generally recognised that education is the cornerstone of a country to promote its national development. The manpower needed for economic and social reconstruction must be trained under a long-range educational programme. The education in the Republic of China is based upon the Three Principles of the People, that is, an education should be ethical, democratic and scientific in order to elevate the level of knowledge for all the citizens and glorify the Chinese cultural heritage. To keep in line with the changing socio-economic structure of the nation from agriculture to industry, and to cope with future projected expansion, plans for long-range educational development are being mapped out. The ultimate aim is to develop human resources for the reconstruction of Taiwan as a bastion of national recovery.

REPUBLIC OF KOREA

Korean Federation of Education Associations

PART A - COMPULSORY EDUCATION

1. Scope and status

The Constitution of the Republic of Korea, originally promulgated in 1948, preceding the establishment of the Republic of Korea Government, provided that all the people have the right to equal opportunities for education according to their abilities, and that elementary education should be compulsory and free. The recent amendment of the Constitution 1972 provided that elementary education and education beyond the elementary level as provided by the laws should be compulsory and free, thus opening the way for the extension of compulsory education. The Education Act of 1949 specifically provided for compulsory education for all children between 6 and 12 years of age. Legally, all parents or guardians of children of compulsory school age are obliged to send them to school, while the state and the local corporate bodies, i.e. the national, municipal and local governments are obligated to provide adequate facilities to accommodate them for schooling.

According to the Education Act, the 6-year elementary compulsory education was to be implemented, beginning with 1 June 1950. It was, however, delayed in implementation due to the unexpected outbreak of the Korean War (1950-53). It was only after the armistice that compulsory education was truly enforced. The plan for completion of compulsory education (1954-59) was vigorously promoted, raising the ratio of school age children enrolled in elementary schools from 70% in 1950 to 96% in 1959. In the following years, accelerated efforts have been made to improve conditions of compulsory elementary education.

The enrollment ratio of school age children has been more or less stabilised at around 98% in recent years. The dropout rate in elementary schools was about 16% in the early 1960's; it has now fallen to 9%. Dropouts are caused for various reasons: poverty, sickness, tardiness, and immigration being some of the principal reasons. The problem of dropouts has not been considered serious; but it has not been given due attention by policy-makers as well as the general public.

The overwhelming majority of the elementary schools are public, being established and maintained by the provincial boards of education, which are quasi-independent judicial corporate bodies, separated from the general government authorities under the local autonomy of educational administration, which has been in practice since 1952. There are some national schools directly under the control of the central educational adminstrative authorities, i.e., the Ministry of Education, primarily due to their status as attached schools to national universities or colleges. In addition, there are some private schools provided by private school corporations. As of 1976 in terms of establishments, national schools accommodated only 0.36% of the elementary children; private schools enrolled 1.26%; and over 98% of the children were enrolled in public schools.

The overwhelming majority of elementary school graduates now go on to middle school, that is, the junior high school. The advancement rate to middle schools has drastically increased since 1969 due to the middle school non-entrance examination admission policy. In 1968, the national average was 59%; in 1976, it was 80%. In Seoul, the capital city, the rate exceeds 92%. In the least developed rural province it is only 70%. In general, however, the lower secondary level education is becoming increasingly universal, although it is not compulsory.

So far as school attendance is concerned, there is no legal form of discrimination nor any form of discrimination based on social status, economic status or sex. In practice, however, female children tend to drop out in greater numbers, which is indicated by the fact that as of 1976 the female children enrolled in elementary schools constituted 48.5%, slightly less than the natural demographic proportion. Government efforts have been accelerated in recent years to assure all the children of school age, regardless of sex, ability or economic status, of their rights for education at the elementary level. Enforcement of the Act for Promotion of Education in Isles and Remote Areas (1969), increasing provisions for special schools and special classes for the physically handicapped and the mentally retarded children since 1973, expansion of free textbooks and free luncheon programmes for indigent children, etc., are some examples of such efforts. Free textbooks are now provided to around 75% of the children: they will be provided to all by 1979.

The long-drawn problem of two and three shift classes in many overcrowded urban schools has largely been solved owing to concentrated efforts since late 1960's, particularly through the support provided in the Economic Development Plan (1967-71). The problem of overcrowded classes, however, still persists in urban areas, particularly in the Metropolitan Seoul area. On the national average, the class size is now 55. About 38% of the 100,147 classes accommodating 5,503,737 children as of 1976, in practice exceeded the maximum standard site of 60 children per class. The problem of overcrowded classrooms is considered to be one of the most serious problems to be attacked during the period of the current 5-year Educational Development Plan (1977-81).

Compulsory education is financed largely by the central government under the provisions of the Education Act (1949), the Compulsory Education Grant Act (1958-71) and the Local Education Grant Act (1971). Compulsory education absorbed around 75% of the national education budget up to the 1960's. Now the proportion has fallen to slightly less than 70% primarily due to increased allocations for secondary education. It has been a long practice to collect some nominal amount of the School Support Fee from parents with exception of the poor. More recently efforts

have been accelerated to get rid of such fees starting from rural areas, by proportionately increasing government support. It will be completely dismissed by 1979.

PART B - SOCIAL EXPECTATIONS

2. Declared objectives of compulsory education

The declared objectives of compulsory elementary education in Korea, as prescribed in the Education Act of 1949, include the following:

(a) to improve the child's ability to understand and use correctly the national language needed for daily life;

(b) to cultivate the sense of morality, responsibibility, public spirit and co-operation through understanding of the relationships between the individuals, the community and the nation, with particular emphasis upon national consciousness, self-reliance and independence through correct understanding of the present status as well as the traditions of the national life, together with the sense of international co-operation;

(c) to foster the child's ability to scientifically observe and deal with natural objects and phenomena appearing in daily life;

(d) to cultivate the child's ability to correctly understand and to deal with the relationships necessary for daily life;

(e) to develop the child's basic understanding and skills for food, clothing and shelter as well as for occupations necessary for daily life, fostering the habit of hard work and the ability to lead an independent life;

(f) to cultivate the child's basic understanding and skills of music, fine arts, literature, and others, enabling him to lead a cheerful, joyful and harmonious life;

(g) to improve the child's ability to make harminous development of mind and body.

It was believed that fulfilment of these objectives ultimately aimed at development of the whole person. More recently in 1968, the National Charter of Education was promulgated to reaffirm the national faith in education; to promote the national aims of education as well as individual purposes; and to strengthen the future and development oriented values in education, such as the sense of creativity, pioneering spirit, service and cooperation. The objectives of education as provided in the National Charter of Education were to be applied to all levels and fields of education, providing for a new direction and philosophy in the national education.

Compulsory education in Korea is considered as a basic and common education for all children, regardless of their

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sex, status, origin or what not, oriented towards general education preparing all school age children for healthy daily life at home, in society and as a nation. In this connection it is noteworthy that compulsory education in Korea provides more or less common, standardised programmes throughout the country, urban or rural, without any links to vocational or pre-vocational training.

3. Criticisms of the compulsory education system on the basis of non-fulfilment of expectations

Criticisms of the compulsory education system in Korea have been diverse, varying among different groups and different "publics". Some of the major criticisms as raised by more important reference groups, such as teachers' organisations, educationists, editorial writers, and educational policy-makers, may be summarised as follows:

(a) Emphasis upon rote memory of the facts and information was criticised strongly before implementation of the middle school non-entrance-examination admission policy. Since 1971, when the new policy was inforced throughout the country, the criticism has moderated. Traditional emphasis, however, upon rote memorisation to the neglect of critical thinking as well as of the development of the whole person, still persists.

(b) Neglect of special talent as well as of retarded children has also been criticised strongly. Those who can afford to send their children to private schools generally seem to want them to be educated under such conditions as to warrant development of their special talents to say nothing of the normal learning conditions. The problems of slow learners and the mentally retarded children was long neglected. Recently, however, some beginning steps have been taken to meet these needs.

(c) The increasing weakness of moral education in schools, not necessarily confined to compulsory education, has been criticised. While the society as a whole is to blame for juvenile crimes and delinquency as well as for the general decline of morality among youth, schools are considered to be more accountable for the consequences.

(d) Inequality in achievement, as revealed through entrance examinations in previous years and national standardised tests in more recent years, has also been a focus of criticism among some informed groups. Generally, children of rural schools tend to lag behind largely due to less favourable socio-economic backgrounds and lack of motivation. Intra-school gaps in school achievement which exist in a wide range also have been a cause for concern.

(e) A serious criticism of compulsory education has centred around the question of teaching-learning conditions, particularly the problem of overcrowded classrooms. The problem has been most acute in urban areas, such as Seoul and Pusan. As previously noted, 38% of the classes throughout the country exceed the 60-children-per-class standard and the average class size in the Seoul area is 76. The difficulties this creates for teachers, despite their Herculean efforts, may be insurmountable.

4. Educational reform to fulfil expectations

Educational reforms, which have been put into operation or are being seriously contemplated to remedy conditions, are numerous. Major reforms which seem to have greater significance in the Korean setting may be briefly summarised here:

(a) The abolishment of entrance examinations to the middle school, that is, implementation of the middle school non-entrance-examination admission policy, was a revolutionary reform affecting compulsory education as well as secondary and higher education. In general its effect upon elementary education has been wholesome, correcting the long-standing evils of the basically examination-conscious educational practices among the nation's schools.

(b) Since 1973 a nation-wide curriculum revision has been carried out in order to make the curriculum socially more relevant, with particular emphasis upon the new spirit of Saemaul Education, i.e., industry, self-reliance and co-operation and a renewal of the spirit of national loyalty and of filial piety. A parallel movement of textbook revision has also been carried out. In this connection it is to be noted that textbooks used in elementary schools are compiled nationally and published in Korea.

(c) Currently underway is the Elementary-Middle School Project (EM Project), a major curriculum innovation project inaugurated in 1972 by the Korean Educational Development Institute (KEDI). It is designed to bring about a basic curriculum revision in grades 1-9, inclusive of elementary and middle schools with application of educational technology, ETV in particular. It is still in the experimental stage. If successful, it is expected to be implemented by the early 1980's.

(d) Reduction of class size is being carried out now. During the coming 5-year period it is expected the average class size will be reduced to 65 in Seoul. It is now being attacked as the most critical problem to be solved preceding further extension of compulsory education to nine years, to include the middle school, which is seriously contemplated for the early 1980's.

5. Social expectations of the "output" of the compulsory Education System

Social expectations concerning the output of the compulsory education system may vary amoung groups and people. In general, however, the following seem to be important:

(a) good citizenship with particular emphasis upon the sense of responsibility, group participation and public morality as well as the spirit of anti-communism as specifically required by the peculiar conditions of the country;

(b) appreciation of moral values with particular emphasis upon the Saemaul spirit, i.e., industry, self-reliance and co-operation as well as national loyalty and filial piety in addition to the universally accepted moral values, such as honesty, integrity and a sense of social justice;

(c) literacy needed for daily national and community life, in all its political, economic, social, religious, and cultural aspects.

In Korea compulsory education is not considered as terminal education, but as intermediate education. Consequently the ability to work and gain a living is given little attention on this level, although nearly one-fifth of the graduates do go into the society upon completion of compulsory education.

Prior to abolishment of the entrance examinations to middle school, preparation for examinations, particularly to the so-called first-class schools, had been a practical expectation of many parents. In recent years, however, due to the middle school non-entrance-examination admission policy, well-rounded development of the whole person has become the practical concern of the parents and teachers. Some parents who are not fully satisfied with performance of the compulsory education system in coping with development of special talents of their children tend to send them to extra out-of-school classes in order to cultivate those special talents, as for music, fine arts, drama, etc., at considerable expense to the family.

6. Social expectations related to practical possibilities

There are salient cases of social expectations which are clearly recognised but which cannot be fulfilled immediately due to practical considerations. Examples of such cases of social expectations are: (1) the immediate extension of compulsory education to at least 9 years, through middle school, and, possibly, to 10 years through an additional year at pre-school age; (2) drastic reduction of the size of classes; and (3) extension of elementary teacher training courses to college level requiring a total of 16 years of formal schooling, including elementary, middle school, high school and college, for all elementary school teachers. Few object to these improvements. The difficulties in the implementation of such programmes are largely due to their financial feasibility and the matter of priority in policies. In a country where per capita annual income is only $700, and where 34% of the National Budget is allocated for national defense and another 10% allocated for economic growth, which is essential for the future of the country, the 18% of the National Budget allocated to education is by no means a small share. Of the National Budget allocation for education, 70% is used for compulsory education, clearly a major portion of the total budget allocation for education. Despite this present allocation to compulsory education, there are increasing demands for a greater share of the National Budget for education and specifically for increases for compulsory education, reflecting the critical financial needs in education. However, educational needs must be balanced against other needs of the nation.

A series of other expectations are related particularly to curriculum, such as population education, environment education, anti-communist education, etc., constantly exert pressure on the compulsory education system, increasingly making necessary curriculum and textbook revisions, and competing for a greater share of teacher and pupil in-school-time. At issue are the questions of relevancy, balance, and priority. In general these concepts are gradually making inroads into the compulsory education programmes, adding to the already overcrowded contents of the curriculum.

7. International expectations

Korea, as a democratic republic, is fully committed to the principles of liberal democracy and in this context Koreans believe that nationalism and internationalism have a common ground deeply rooted in humanism, and that these do not contradict, but complement each other. In this connection, we Koreans strongly believe that national compulsory education should contain some essential international elements, such as respect for human rights, social justice for all, international understanding, etc. We also believe that teachers' organisations should endeavour to establish a priority list of the international elements to be promoted in the respective national compulsory education system, with the basic understanding that the priorities may be somewhat flexibly applied to respective national settings. We are of the opinion that these international elements should be regarded as a 'sui generis' category with their own inherent values, not necessarily reflecting a common denominator of national goals, and that every country should make efforts to promote them in order that their citizens be decent members of the civilised international community.

SCOTLAND

The Educational Institute of Scotland

PART A - COMPULSORY EDUCATION

1. Information regarding the scope of compulsory education

a) Education in Scotland as in the rest of the United Kingdom is a national service locally administered. That is to say, responsibility to Parliament for the overall control and development of education in Scotland, except for the universities, rests with the Secretary of State for Scotland; and the Scottish Education Department is the Government department which discharges this general responsibility and in particular carries out the functions of the Secretary of State under a series of Education (Scotland) Acts and related Acts dealing with teachers' training, teachers' remuneration and physical training and recreation. (The Department of Education and Science has responsibilities for England and Wales which are broadly similar to those of the SED, but the DES has also Great Britain functions in relation to science policy and the grant-aiding of the universities, the major research councils and a council charged with promotion of the arts.) The Education (Scotland) Acts and related legislation confer on the Secretary of State various powers and duties relating to the general supervision of education. The detailed administration of this legislation is the responsibility of nine regional and three island local government authorities. These authorities have a duty imposed on them by Parliament to secure the adequate and efficient provision throughout their area of all forms of primary (including nursery), secondary and further education including not only vocational further education and training for persons over school age either on a full- or part-time basis but also education for adults in voluntary leisure-time pursuits. The authorities also have certain other duties, including a duty to ascertain which children require special educational treatment because of disability of mind or body and a duty to provide milk and mid-day meals for school pupils. In recent years more authority has been devolved on education for school pupils. In recent years more authority has been devolved on education authorities and they have been encouraged to give greater freedom to heads of schools and colleges while the status of the teaching profession has been enhanced by the establishment of the General Teaching Council for Scotland, with which all teachers employed in the public education service must be registered. Through the SED, the Secretary of State exercises a general oversight over the planning of school provision by education authorities and over such matters as staffing, curricula, teaching methods, equipment, attendance and support of pupils and also over the authorities' provision of formal further education and social, cultural and recreative activities and physical education and training for adults and young people. School and college building by the education authorities is also regulated by the Department.

b) Compulsory education in Scotland begins at the age of five and continues until the age of 16. Children attend a primary school for the first seven years until they are 12 when they begin secondary education. (Note: this is different from the situation in England where primary education lasts only six years and secondary education begins at the age 11.)

c) Primary and secondary education, including the provision of books, writing materials, stationery, mathematical instruments, practice materials and other necessary articles are entirely free - not just until the age of 16 but also for pupils who stay on beyond that age to complete five or six years of secondary education. Further education colleges charge fees which are subsidised by the Government and students in vocational further education courses can obtain a bursary from the education authority for their area to help support them in the course, the amount of the bursary depending on their financial circumstances or those of their parents. Students attending full-time courses at universities or higher education courses in other establishments receive allowances from the SED. The maximum allowance covers fees plus a standard maintenance allowance, and, in some cases, certain additional allowances, eg, for dependants. The amount of the allowance depends on whether the student lives at home or away from home during term time. The maximum grant is reduced by the amount of the contribution which the parents are considered to be able to make according to a prescribed income scale, and by the amount by which the student's personal income exceeds £100, subject to a minimum allowance in all cases of £50 a year.

d) All children benefit from the provision for universal compulsory education and they all attend free public schools except a small fraction, between two and three per cent, who attend private, fee-paying schools.

e) All children of school age are required by law to attend school. The nine regional and three island authorities have a duty, "to secure that adequate and efficient provision is made throughout their area of all forms of primary, secondary and further education". The law also makes it the duty of the parent of every child of school age "to provide efficient education for him suitable to his age, ability and aptitude either by causing him to attend a public school regularly or by other means". In the event of "other means" eg a private school or private tutors being employed, the authority for the area in which the child resided would have to be satisfied that the standard of education provided was comparable with that of the public service. Parents of a child who fails, without reasonable cause, to attend school regularly, can be prosecuted and fined. Alternatively, the child can be placed under supervision, either at home or in a residential establishment.

f) In the final year of compulsory education, ie when pupils are 16, they sit examinations for the Ordinary grade of the Scottish Certificate of Education, passes in which qualify them for admission to courses of further education and are also required by many employers. More than 20 per cent of pupils remain at school beyond the leaving age to take SCE Higher grade examinations, passes in which qualify them for admission to Higher education courses and are also required for many white-collar jobs. About 11 per cent of each age group proceed to university and a rather smaller proportion enter full-time courses of further education which range up to degree level. Of those who leave school at 16, about a third enter courses of further education and training of the apprenticeship sort.

g) Compulsory education is equally available to all children without qualification. In the case of handicapped children, special educational treatment is provided.

PART B - SOCIAL EXPECTATIONS

2. Declared objectives of compulsory education

a)/c) The objectives are as stated in the quotations from the Education Act in '1. e)' above.

d) See '3.' below.

e) There is no pressure at present for extension of compulsory education beyond the age of 16.

f) The form of organisation is comprehensive. There are no rigid rules and each school, within broad limits, determines its own pattern. For example, streaming is not prohibited in primary schools but few if any primary schools now stream their classes. Secondary schools generally have a common course for the first year or possibly two years and thereafter arrange classes in sets.

g) There is little or no pre-vocational or vocational training in secondary schools although some effort is made by way of work experience schemes and schemes linking schools with further education colleges to give pupils a 'taste' of occupations in which they might be interested with a view to helping them in their choice of vocation. Non-academic pupils in their last year or so of secondary education may also follow work-based courses in which the teaching of a number of subjects is related to a particular occupation, the object of such vocationally orientated courses being to make the teaching more obviously meaningful and relevant to the outside world.

3. Criticism of compulsory education system seen as non-fulfilment of expectations

In Scotland as in other advanced countries there is growing awareness that the traditional school curriculum, particularly the secondary school curriculum, nolonger meets satisfactorily the needs of all children, especially those whose interests and aptitudes are more practical or affective than academic or cognitive and that in failing to meet the needs of children they fail also to meet fully the requirements of modern industry and business. The teachers themselves in Scotland, through the EIS have taken the initiative in demanding reform and suggesting the direction reform might take. (See '4.' below.)

4. Educational reform to fulfil expectations

The main areas in which reforms are being sought are the secondary school curriculum and external examination structure. About three years ago, after years of pressure by the Institute, a national committee was appointed to review the SCE examination structure at 16-plus and another committee was set up to review the curriculum for the third and fourth years of secondary education, ie the last two years of compulsory education. In joint submissions to these companion committees the Institute has put forward proposals for the establishment of a universal system of assessment, partly school based but externally moderated, for all school leavers at the end of the period of compulsory education and the introduction of a curriculum with a common core of basic knowledge and skills which all or most pupils could be expected to master in some degree by the time they are 16, coupled with a range of subject options which would develop and extend individual interests and abilities. The Institute is hopeful that the two committees of enquiry, which are expected to report in the Autumn of this year, will produce proposals which will take Scottish schools in this direction.

5. Social expectations of the "output" of the compulsory education system

Definitions of the broad objectives of education are infinitely variable and no doubt simple human goodness, expressed in various ways including those listed by the Secretary- General in Washington last year can be a by-product of good teaching. But why must WCOTP continually get involved in these futile, pious arguments about how one teaches goodness?

6. Social expectations related to practical possibilities

This section of the questionnaire too takes us into the realm of metaphysics into which we would rather not enter.

7. International expectations

"Human rights", "respect for others", "social justice for all", etc., are unexceptionable aims and no doubt every member of WCOTP subscribes to them but how you define and practice them is another matter. However, if WCOTP wishes affiliated organisations and their members to become actively involved in these political issues so be it and if affiliated organisations can be persuaded that their members ought to include such basic human rights as freedom of speech, press and assembly in their teaching of politics, well and good. But what will WCOTP do to protect or help members of affiliated organisations who get locked up for doing this?

SWEDEN

Lärarnas Riksförbund

National Union of Teachers in Sweden

PART A - COMPULSORY EDUCATION

1. Information regarding the scope of compulsory education

a) Compulsory schooling in Sweden has been established by Act of the Riksdag (the Swedish Parliament) and is administered by the National Board of Education (SÖ). The system of compulsory schooling is nationwide, with the same curriculum and course of studies applying in all parts of the country. Tuition is free of charge and is financed by taxation via the national budget. There are a small number of private schools, but these too operate in accordance with a fixed curriculum and are supervised by SÖ. This school system was introduced by the Riksdag with a high degree of consensus between all political parties.

b) Compulsory schooling in Sweden lasts for nine years, between the ages of 7 and 16 inclusive.

c) Yes.

d) All children who can attend school at all do so for the full term of compulsory schooling. A well-articulated system of remedial classes makes it possible for even seriously handicapped children to receive instruction.

e) Society ensures that nobody is forced by economic, social or geographical circumstance to abstain from the right to instruction and schooling.

f) More than 85 per cent of all sixteen-year-olds go on to the various lines of upper secondary school on leaving the compulsory elementary school.

g) There are not supposed to be any differences in this respect between different social groups, but where certain immigrant groups and certain severely handicapped children are concerned, the supply of teachers can be a limiting factor and can make it necessary for members of these groups to be gathered in schools a long way away from their home areas.

PART B - SOCIAL EXPECTATIONS

2. Declared objectives of compulsory education

a) The objectives of compulsory elementary schooling in Sweden have been defined by the Riksdag in the 1969 Elementary School Curriculum.

b) Aims and guidelines

"The teaching of children and young people provided by the community has as its purpose to impart knowledge to the pupils and train their skills, and, in co-operation with the home, to promote the development of pupils into harmonic individuals, and worthy and responsible members of society."

So reads the first paragraph of the Schools Act. Consistently with this, the aim of the 9-year compulsory comprehensive school, as stated by the King in Council and Parliament, is to promote the all-round development of pupils in co-operation with the home, and in so doing to impart knowledge to the pupils, and train their skills.

The pupil in the centre. The activities of the school centre around the individual pupil. Those working at the school shall show respect for the value of the pupil as a human being, and endeavour to acquire a knowledge of his individual personality and aptitudes, and try to promote his personal development into a free, independent, and harmonic individual.

The individual is a member of various separate sub-communities. He is also a member of both the national and the international community at large. For him to be able to cope adequately, he must be given practice even when at school in living and working together with others, preparing for his role as an active citizen of tomorrow's society, which will demand co-operation and solidarity with others to a considerably greater extent than our present society.

The various needs of the individual, and the various demands made by society, determine the content, forms and organisation of activities in the schools. The school must also offer an opportunity for the pupils themselves to influence the terms and conditions under which they work. Activities must be aimed at all pupils of the school, a heterogeneous group of people, in a process of continual development, and representing disparate types of personality and aptitude. Both the external organisation and the internal work of the school must therefore be so shaped as to make it possible for each individual pupil during his formative years to exploit his aptitudes and potential with the help of the school, and find methods and lines of study that will promote his personal development. The school has a particular responsibility for those pupils who encounter difficulties in work at the school for physical, mental or other reasons.

With a view to the future. Our society, too, is in a period of rapid development, and the school must arouse the interest of pupils in playing an active part in this development. The school cannot be isolated from society at large. Work at the school must therefore be adapted not only to the development of the pupil, but also to that of society. It must be directed towards the future, and make the pupil adequately prepared to meet altered circumstances and new demands. In a changing society, it is not possible, and indeed unsuitable, to specify and establish in detail either the content or form of work. The functions of the school must be continuously reconsidered, to keep them always appropriate to the times. The interplay between school and society must be such that the school, by its work, not only fulfils a function corresponding to society's current requirements, but also becomes a positive creative force in social development over the long term. The school must also give the pupils a perspective on the changeable nature of society, so that they may better understand the circumstances of our own age, and preserve what is valuable from the past.

The home - the school - the community. The home, the school, and the community should be joined in a fruitful co-operation by their joint responsibility for and interest in the development of our young people. The local Education Committee has an important job to do in making the school a place of work at which all staff can work harmoniously together to promote the positive development of the pupils.

Even during the years when children attend school, it is the home that bears the primary and main responsibility for their care and upbringing. It is of the greatest importance to try to bridge the differences in norms that may exist between the home and the school. To be able adequately to further the development of the pupil in the light of his personality and bent, the school requires an adequate knowledge of his situation as a whole. The school should therefore keep itself informed as to the home environment of the pupil, and the parents should be given opportunities to take part in the work of the school. Contacts between the school and the home will be helped by both parties becoming familiar with each other's sphere of activities. The responsibility for such co-operation being established rests ultimately with the school.

The school also has an obligation continuously to inform the home, during the time pupils attend school, of the structure of the comprehensive school, and the opportunities that exist for further studies, or duties in working life. An active interest on the part of parents in these questions, which are of such importance to their children, should be created and stimulated by suitable measures on the part of the school.

The school is a part of the community. If it is to succeed in helping pupils to become good members of the community, then it must impart a knowledge of society, of the community, and strengthen their sense of belonging to society. By means of mutual contacts, between the school and the immediate community, its members and functions, pupils should be given an opportunity to grow into the collective, at the same time as the school becomes a living concern to the citizens of the community.

One of the aims of the comprehensive school is - so far as is humanly possible - to offer all children and young people, regardless of where they live and other external circumstances, an equal real access to educational facilities. The comprehensive school is to provide an education essentially common to all pupils, offering beyond this, room for the varied interests of different pupils by means of individualised teaching in compulsory subjects, and by optional subjects, and freely chosen work. The school is to facilitate the pupils' choice by providing orientation on studies and careers, and other relevant information. The principle of free choice is a cornerstone of the comprehensive school.

Personality development and teaching. The school has the task of helping and stimulating each pupil to exploit and develop his native aptitudes in the best possible way, both as an individual, and as the citizen of a democratic society. This implies a strong emphasis on the role of the school in developing personality. In the practical work of the school, however, this function and the imparting of knowledge are parts of one and the same whole. To the development of personality contribute not only actual teaching and its content, but all the various opportunities to influence the individual that are offered by work at the school and the school environment, and which the school should exploit.

The school is to impart to all pupils a basic education, incorporating such skills and knowledge, habits, attitudes, and value judgments as are important for the pupils' personal development, and for their possibilities of living in, and influencing, the society of today and tomorrow, functioning in it as the practitioners of a profession and the citizens of a community. The demands for both a good basic knowledge and, on the other hand, a general ability to use sources, apply the knowledge acquired, and comprehend connections between different facts, are closely connected, and must be catered for simultaneously.

As already indicated, changes in the cultural situation can make it necessary to reconsider the content of basic education from time to time. It seems inevitable, however, that the common frame of reference which the comprehensive school is concerned to give all citizens must, in the complicated society of today, contain a richer content than ever before. Apart from the basic skills in languages and computation, the school must impart a wider knowledge of the natural and cultural world. By means of objective and all-round instruction in religious knowledge, and in social and natural studies, it must introduce pupils to the reality that surrounds them and to our past history, trying to clarify the relationship between the past and the present, and providing an orientation on religious and philosophical beliefs. The school must broaden the awareness of its pupils concerning the world beyond the national community. It is also more important than ever before that all pupils should acquire an elementary orientation in the natural sciences. Aesthetic and practical subjects, and physical education, are also essential aspects of education in the schools.

For this joint basic education to cover as wide a field as possible, it must be communicated throughout the time at comprehensive school. However, the school should also provide free play for the pupils to choose subjects and activities according to their own interests. The main purpose of work in the comprehensive school is to achieve a broad general education, while training directly geared to a specific profession will enter the picture only after compulsory schooling has been completed.

The purpose of freely chosen work is to give pupils an opportunity within the framework of the school -- in addition to teaching in compulsory subjects, and options - further to develop their own particular interests and activities. Such work should be so formed as to engage pupils in the activities of the school, and extend their fellowship beyond the boundaries of their own class, and their own grade. It is for the local Education Authority - after consultation with pupils and staff - to decide how such work should be arranged. It is to be remembered that such work should be clearly related to the interests of the pupils, and not decisively influenced by considerations of how choice of project may relate to future studies and careers.

Individual development. The all-roundness of a pupil's schooling is of decisive importance for his individual development. In a democratic society, which is concerned to assign increasing responsibility to the individual, the schooling of the intellect is of major importance. The qualities particularly to be borne in mind are clarity and order of thought, the ability to think critically and independently, the ability to resist tendentious influence, and to analyse. compare, and summarise.

Apart from the task of stimulating and training the pupil's ability to think, that of developing his emotional life and will-power is also an essential part of personality development.

Of the greatest importance is the environment that the school creates for its pupils, and the security and pleasure they experience there.

A strong interest in the individual pupil, and the adaptation of teaching to his aptitudes and ability, are necessary if the school is to succeed in arousing and maintaining an interest in study, and a desire to work. The school should take every opportunity it has to enrich and develop the emotional life of pupils. The school, for instance, must try to teach its pupils to comprehend and enjoy art, literature, music, and natural beauty, and to liberate their personal potential for self-expression, letting them give vent in various ways to their imaginations, and spontaneous creativity.

Important factors in the effort of the school to promote the development of the pupils' will-power or volitional life are the creation of self-reliance, the promotion of initiative and the ability to work accurately and diligently in achieving set targets, and the development of pupils' willingness to co-operate with others. The school shall impart an adequate understanding of the value-judgments and principles on which the judicial system is based in our democratic society. The pupils must be fully aware of the import of such concepts as justice, honesty, consideration, and tolerance, and of the consequences of offences against laws and regulations. The school itself should function in accordance with principles that the pupils accept, and rules which they themselves participate in establishing. The school should take up for discussion and consideration such differences as exist between the value-judgments of different groups and individuals.

A major proportion of people's lives is devoted to work, and for the pupil the school is a place of work. The school must strive to create pleasure in work by relating to young people's need of activity, leading it, and developing it. The school shall teach pupils to plan their work in a purposeful manner to acquire knowledge and skills independently and methodically; it shall also, in this context, lay the basis of good working habits, and suitable methods of study. As the age of pupils rises, the school shall make increasing demands in respect of the quality of work, and teach pupils respect for every kind of well-performed work, thus helping to level out differences in the evaluation of different occupations, and the work input of different individuals.

Another task of the comprehensive school is suitably to prepare pupils for their subsequent education, and activities in working life. Pupils must be able to judge their aptitudes for different lines of study, and different careers, as objectively as possible. Personal concrete experience, acquired by being present and working in different professional environments, can help to give them guidance. Particularly at the senior level, the school shall therefore facilitate the pupils' choice of education and future career by means of special studies and careers orientation, which is of both a theoretical and practical nature. Vocation orientation is also one aspect of general social orientation.

In a school for all, in which the greatest possible consideration is paid to the pupils' individual interests and ability, the demands made in respect of performance must vary, within one and the same class. The important thing is that all pupils should acquire a positive basic attitude towards their studies, and that each of them should participate in work in an active and interested manner, doing his best within the limits of his bent and natural aptitudes. In this way it is possible to excite an interest in study that will last throughout life, and which will open the way from the schoolroom to libraries and collections, courses and study circles, newspapers and periodicals, the cinema, radio, television, etc. The knowledge and attitudes acquired in this respect in the compulsory school will provide a foundation for further educational efforts, aimed at the development of personality and professional advancement.

The school must see to it that young people are so equipped and directed that they will during the steadily increased amount of leisure time in subsequent years be willing and able to take an active part in the life of the community, and in general give their leisure time a positive and valuable content. It is not enough that the school, in its teaching, should arouse an interest in further book learning. It must also directly stimulate pupils to participate in such forms of leisure activities as an open-air life, sports and gymnastics, singing and music, drawing and painting, handicrafts and other free hobby activities. Particularly important is that the pupils' feeling for aesthetic values be cultivated both by their own creative activity and their training in taste. It is the business of the school also to awake the interest of the young in the great common basic questions relating to views on life and society. Pupils can be stimulated to activity and involvement in social and ideological work by teaching and free discussion in the regular work of the school, and by encouragement to participate in club and educational activities within and outside the school.

The work and environment of the school should be characterised by concern for the pupils mental and physical health. The responsibility for seeing that pupils acquire knowledge and good habits in these respects rests primarily with the teachers, but also with school doctors and nurses, school psychologists and welfare workers. Every teacher should know the normal course of development of the child, and the most common causes of behavioural disturbances, so that he can help to prevent and eliminate difficulties of adjustment, and create psychologically adequate conditions of work in the school. He must also be familiar with the different kinds of physical and mental handicap that can complicate the work of pupils in the school.

Social development of the pupils. The family is usually the first group in which the child is incorporated. Throughout the school period, questions relating to the home and family should be dealt with in connection with teaching in subjects to which these questions are naturally related. The school should try to promote equality between men and women - in the family, on the labour market, and in the life of the community at large. It should provide orientation on the question of sexual roles, stimulating pupils to discuss and question the present state of affairs. The school should create understanding for the groups which encounter particular problems in our modern society. The same principles should be applied in presenting other nations and racial or other groups. In these and other suitable contexts, attention should be devoted to economic questions relating to both the individual and society. Obviously, the pupils should bear part of the responsibility for preserving and improving the school environment.

Life in a democratic society must be shaped by free and independent people. But freedom and independence must not become ends in themselves. They must provide a foundation for co-operation, an interplay between people. The school must therefore establish and develop in the pupils such qualities as can bear up and reinforce the democratic principles of tolerance, inter-action, and equality between human beings. A prime duty of the school is to awake respect for truth and justice, for the inherent value of human beings, for the inviolability of human life, and thus also for the right to personal integrity. It is important that the pupils be made accustomed to show helpfulness to all people, and a general willingness to co-operate.

Young people's feelings of unity, solidarity, and co-resonsibility must thus be extended beyond the frontiers of the immediate or wider family, their circle of friends, and the school, to cover increasingly large social formations. If development is to promote and confirm peace and freedom among peoples, and afford improved living conditions to all, then the school must create among the young a greater understanding of life and conditions in other, more remote societies, teaching them to realise the importance of good international relations and international co-operation. School work in its entirety should thus aim at promoting the development of the pupils into independent members of society, with an interest in the world around them that will lead to personal involvement and a sense of international co-responsibility.

The role of the curriculum. By its timetables and syllabuses, and the general or special recommendations and commentaries provided, the curriculum is designed to assist in realising the aims established for work in the school. It sets the framework for activities in the comprehensive school, and for the content of teaching.

The syllabuses indicate main phases of the fields of knowledge, the teaching matter, the skills, that are essential in teaching. At the same time as the curriculum, in this way, ensures a certain firmness and uniformity of teaching, it provides, within the framework of these main phases, ample opportunities for varying the structure and realisation of studies in different ways. Teaching, and the matter taught, can therefore be adapted relatively easily to the aptitudes and study plan of the individual pupil, to the personality and interests of the teacher, and to such new requirements as may be made by changes in the structure of society. Such a renewal of the teaching matter must take place continuously.

Forms of teaching and working methods. In its external form, the activities of pupils in the school can be organised in classes, in groups, or individually. A group can comprise part of a class, parts of a class, or more than one class. Activities can be led by teachers and supervisors from outside the school; such "supervision" can be exercised also solely by means of well-developed teaching aids. The pupils work together, or individually.

None of the above forms of activity can be used exclusively. A planned combination of different forms of teaching gives variety in the work of the pupils, and achieves the best and most all-round results. Forms of teaching and methods of work must be chosen with a view to the circumstances and desires of the pupils, the teaching matter, and the learning results that it is desired to achieve. Such a choice thus presupposes a good individual knowledge of the pupils in the class.

It is of great importance that the teacher should be consistently in step with development both in general teaching methods and in techniques within his particular subject, so that he can work his way to a personal application of these methods on the basis of his own experience. An increased planned use of film, radio and television should be made in teaching. It should also be possible to obtain valuable pedagogic ideas from the field of voluntary popular education.

It is impossible to state generally what forms of teaching and methods of work should be used in teaching, and it is neither desirable nor possible to offer recommendations on every situation that can arise. The teacher, in co-operation with the administrative staff, other teachers, and pupils, should design his teaching so that it will lead to the results intended by the methods most suitable to himself and his particular pupils. The freedom enjoyed by the teacher in his work thus involves a great responsibility continually to improve the standard of teaching.

Practical work in the school should be governed by the following general principles of teaching.

Active participation by the pupils in their work should be encouraged and promoted at all levels, and this activity should be as independent and richly varied as possible.

A necessary condition for pupils becoming involved in their work and really taking part in it is the existence of creation of adequate motivation. It is essential that the content of teaching should correspond to the pupils' level of maturity, that there exist a connection between the teaching matter and the pupils' own experience of current events, and that studies appear meaningful to the pupils. The latter condition can be more easily met if the facts and sub-phases covered are not isolated from each other, but brought together in suitable units and incorporated in a wider context. For this reason, an interplay should be established between teaching in different subjects.

The principle of activity should naturally be applied both in teaching individual pupils and small groups, and in class teaching. Study material and working material of different kinds should be used to promote independent activity by the pupils; their ability to make their own observations and draw their own conclusions should be exercised. As one aspect of the school's endeavour to impart more all-round working techniques, it is important that the pupils should receive practice and tuition in study techniques as such. Such tuition should cover both general considerations, and the more specific advice and recommendations indicated by the nature of the subject, and age and aptitude of the pupils, etc. The assistance necessary is best given in conjunction with teaching in the school, where the pupils should also carry out the bulk of their work during lessons. They should during this time be given opportunity also to accustom themselves to performing set tasks and completing a set or chosen project by themselves and on their own responsibility.

Teaching in all school subjects must be characterised by concretion and clarity. It is true that teaching will gradually proceed from the concrete and special case to the abstract and generally applicable, but every effort should always be made to link teaching to reality, and to the pupils' own experience and observations. A clear and lively presentation in speech and writing, and a purposeful grouping of the teaching matter in such whole units as the pupils can comprehend, will help interest and activate the pupils, and give more lasting results. However, teaching and work at the school can only be brought to life in the best sense by actual direct contact with the reality it is desired to make familiar, whether this reality is to be sought outside the school, or can be introduced into the classroom. Various aids and forms of activity can be utilised for this purpose, and made to support and complement each other in practical teaching. To meet requirements for concretion and contact with reality, the school should possess an ample supply of suitable aids.

The degree of success with which pupils pursue their studies will depend only in part on the nature and quality of their intellectual equipment. Many other factors, including their mental and physical characteristics, their interests, home circumstances, etc. will play a major role. The teacher must therefore try to acquire as far as possible a picture of each pupil, and individualise his teaching. This is one of the essential duties of the teacher, if the school is really to be able to offer every pupil assistance in developing in the manner best suited to his aptitudes and potential. By means of a succession of different arrangements, the comprehensive school tries to provide the external conditions necessary to individualise teaching. Such external arrangements, however, are not enough. Above all, the teacher must make a serious effort to individualise teaching within the framework of the class or group, utilising the methods and aims he finds most suitable. Whatever form of teaching and working approach is applied, this can be done in a variety of ways. Particular attention should be devoted to pupils who for any reason are encountering difficulties in their work.

A feeling of fellowship, co-operation, shared responsibility and self-discipline must set the tone for work in any democratic school, which aims among other things at promoting the pupils' social development. The training of social habits and attitudes which means so much for the pupils' subsequent social adjustment is best provided in classes, which offer an all-round social environment with a good collective relationship. The local Education Authority should therefore try to see that classes are arranged to give as all-round a social structure as possible. However, the school must also endeavour to broaden the circle in which fellowship is felt beyond the individual class. For this to succeed, pupils must feel at home in the school, must encounter trust and appreciation, and be required to carry their share of responsibility for the joint affairs of the class and the school as a whole. The activities of the school's own joint council, and of its clubs and associations, are valuable tools in promoting the social development of young people. The requirement that pupils should develop at the school a will and ability to co-operate with each other, contributing to work for a common end unselfishly and to the best of their ability, means that great emphasis should be assigned to forms of work involving co-operation between pupils, and a good team spirit. An important aspect of school activities, and a valuable complement to other forms of work, is therefore offered by work in groups, an arrangement that provides particular opportunities for social contacts between pupils. Pupils should be able to experience in their daily work how the interplay of a community actually functions.

Co-operation for the pupil's best. The basis of all activities at the school is concern and care for the pupils. Every pupil must be able to feel that he belongs to the fellowship of the school, can count on its support, and is the subject of the school's concern. For these aims to be achieved, it is not sufficient to make special provisions of various kinds for pupil welfare. The aims set must put their mark on all the school's activities, and lead to special efforts being made to support those pupils who encounter the greatest difficulties. The curative functions of the school can be fulfilled only by co-operation between the pupils and all those with experience of the pupils, and bearing responsibility for them. The main responsibility however, will rest with the class teacher, the administrative staff, and the Education Authority.

Good results from the activities of a school will always be the fruit of good planning, and good co-operation. Realisation of the aims of the comprehensive school, and the continuous renewal of internal work in the schools, demand to a high degree both external co-operation with parents, authorities and individuals in the local community, and internal co-operation between all the people who in different positions have to lead, perform and further develop the work of the school. Important duties rest in these respects with the Education Authority and the administrative staff.

c) The Swedish unions of teachers have endorsed the objectives of elementary schooling and the Swedish teaching profession's daily endeavour is to realise them. The objectives are pitched very high, however, so that sometimes it seems difficult, indeed impossible, to put them into practice. They do provide teachers with a source of inspiration, however, so long as it is realised that they are a pointer, something to aim for, and not something that can be expected to be achieved in a moment. The teachers' unions have found the Government and Riksdag none too willing to accept the economic implications of the objectives of compulsory schooling.

d) --

e) In the debate surrounding the compulsory school, hardly any voices have been raised in favour of a prolongation after the age of 16. On the other hand there is a tendency for pre-school education to be expanded (though not on a compulsory basis) so that all parents who wish can arrange for their children to attend. Today this applies to all six-year-olds, but there is talk of reducing the age to five.

f) For their first six years of elementary schooling, all children follow the same curriculum and plan of studies. During their last three years they are free to choose certain additional subjects according to their interests and also to choose between alternative courses in certain subjects.

g) Elementary schooling in Sweden is designed to provide general civic education. Direct vocational education comes at a later stage. At senior level (the last three years of elementary school), pupils are given the opportunity of a two weeks' practical vocational guidance (PRYO), but this is merely a general introduction to working life and not a form of vocational training.

3. Criticism of compulsory education system seen as non-fulfilment of expectations

a) Elementary school is meant to produce free, independent and critically minded citizens. It must give all pupils the opportunity of self-realisation. From many quarters criticism has been raised on the grounds that these objectives are not being attained. The pupils find school futile and uninteresting. Parents are confused by all the innovations that have been made in the school sector, and policy makers do not feel that the school reforms have had any visible results. The entire system is said to favour children from homes with an inherent aptitude for study, i.e. mostly children whose parents are relatively well placed in society. It is alleged that traditional intellectual ability is favoured at the expense of other types of ability. A great deal of what is taught in school has little or no bearing on the pupils' daily lives. These are some of the points of criticism made via political organisations and mass media and even to some extent by education authorities themselves. Teachers often point to the impossibility of living up to the individualisation principles of the curriculum in view of the large size of the classes they have to teach, especially at senior level.

4. Educational reform to fulfil expectations

a) & b) Extensive investigations are now in progress in preparation for a revision of the elementary school curriculum. The purpose of this revision, needless to say, will be to rectify some of the conditions which are currently being criticized. This work has not yet been completed. The next few years will also see the gradual implementation of the decisions taken by the Riksdag in response to the report of the SIA Commission (the Commission on the Internal Work of Schools). This process will involve changes in teaching and working methods and the establishment of a more problem-oriented allocation of resources.

c) All school reforms in Sweden are carried out in close co-operation with teachers' representative organisations. Teachers' representatives serving on joint working committees or co-opted by Government Commissions put forward the demands and expectations of their associations concerning various reform proposals. The direct content of school reforms is a political question and should be decided politically, but the union organisations should be enabled to present their viewpoints. The following are the main criteria which have guided LR in its assessment of questions of education policy.

A. Quality - One of the consistent themes of LR's education policy is its demand for high standards of teaching. This applies equally to youth and adult education and to higher education. Qualitative needs are growing in step with social development. As LR sees it, the improvement of teaching standards will among other things depend on teachers being given a sound knowledge of their subjects and of teaching methods and also upon the knowledge thus acquired being maintained by a process of continuous in-service training. The independence and liberty of teachers in the practice of their profession is another prerequisite. Teaching appointments must therefore be filled on sufficiently objective grounds to leave no scope for local arbitrariness and irrelevant considerations.

B. Working conditions - School reforms entailing a trend towards more heterogeneous classes have confronted teachers with new and more demanding tasks, with new working methods, new forms of partnership, new types of conference, social work on behalf of pupils, new patterns of contact with pupils and homes, etc. LR has attached importance to an evaluation of the necessity of these measures and also to an assessment of the work input required of the teacher. As LR sees it, an increased work load must be counter-balanced in some way - for instance, by pay improvements, by a reduction of teaching hours or by a reapportionment of duties.

C. Employment and job security - The school reforms of the 1960's increased the numbers of students in schools of all kinds, and teacher training was gauged according to forecasts of a continuing rapid rise in student numbers. This expansion came to a halt, however, with the result that a troublesome surplus of teachers has developed, especially among graduates. The unemployment problem was foreseen by LR at an early stage, and the organisation has repeatedly and in various ways manifested its concern for the future. LR believes that it is essential for teacher training to be kept within such quantitative bounds that persons qualifying as teachers can be assured of employment corresponding to their qualifications. Teaching appointments must be filled in accordance with objective criteria, and job security must be guaranteed by law and by collective agreements between employers' and teachers' associations.

D. Controlled experiments - LR does not feel that any major changes should be made in the school sector until they have been tested and evaluated by means of carefully controlled experimentation. The demand for evaluated experimentation is educationally justifiable, since experiments provide public debate with educational facts. It is also well-founded in terms of employment policy, because the job security of school personnel is often affected. It is a fair demand in terms of the working environment, because the implementation of reforms affects the working conditions of teachers and pupils alike. It is a sound principle in terms of national and local government finance, because changes to the organisation and internal work of schools often have a bearing on economic requirements.

E. Resources - LR regards the teacher as the foremost resource of the school community. A high teacher density is therefore a prerequisite of the attainment of the educational and social objectives of the school system. LR has also stated on frequent occasions its conviction that teaching stands to benefit from the availability of suitable premises and teaching materials and also from the engagement of assistants, institutional technicians and other personnel categories who can relieve teaching staff of duties of a more routine nature.

F. Co-determination - Greater powers of co-determination for individual teachers and their union organisations are also one of LR's principal demands where developments in the school sector are concerned. The demand for co-determination applies at all levels of society and includes all matters which have a bearing on school, and it can be met by means of union-appointed representatives on national and local government authorities and in connection with the selection of teaching materials, forms of partnership and educational methods. The teacher's freedom of choice is a principle which LR has vigorously defended.

Thus LR's actions on matters of education policy have been dictated by trade unionist principles. This is a self-evident point of departure for an organisation set up to articulate its members' demands for job security, good working conditions and reasonable conditions of pay. The aims of education policy described above will therefore continue to be the guiding star of LR's activities in the school sector, and they are of overriding importance in determining the line taken by LR in concrete issues of school policy.

d) A discussion is in progress concerning the possibility of expanding pre-school amenities for children from the age of five onwards. This is above all a political demand aimed at reducing the effect of less academically oriented home backgrounds.

5. Social expectations of the "output" of the compulsor education system

a) Elementary school leavers must have a thorough grounding in order to be equal to the present and future demands made on them. This grounding is a precondition of continued rapid social and industrial development. Pupils who are thus well equipped when they leave school strengthen the economic position of the country and improve the prospects of political and human contact at international level. Democratic society is favourably influenced as a result. As a good citizen, the pupil should be capable of critically examining and evaluating information. He or she must also use rational means to combat prejudices concerning members of the opposite sex, of other nations and other population groups, and must help to reinforce the democratic principles of tolerance, partnership and the equality of man.

6. Social expectations related to practical possibilities

a) Realisation of practical limitations often seems to be fragmentary, particularly among those responsible for crucial decisions of school policy. One sometimes encounters an amazing credulity concerning the ability of schools to rectify many of the shortcomings of society at large without any significant increase being made to their resources. There is a tendency then for the blame to be put on teachers when results fail to come up to expectations.

b) Teachers' associations are doing a great deal in various connections to point out the series of factors influencing teaching results, e.g. the pupils' home backgrounds and parental attitudes to school. Excessively large classes are another negative factor, so too is an excessively crowded timetable for teachers. Another point which needs to be properly realised is that educational reforms take a very long time to achieve their full effect.

(c) Schools are under constant pressure to include new subjects or to give old ones a new content. Concentration days dealing with one or other subject of a general nature are often arranged at the instance of forces outside school. Here again there is undue optimism concerning measures in school, since what these "movements" aim for is little short of a complete mobilisation of the community with regard to a particular aspect of existence. If schools are the only sector of the community to match up to the demands for this activity, the effect is bound to be limited.

7 International expectations

a) The internationalisation of instruction is enshrined in the elementary school curriculum and constitutes one of the principal objectives of the Swedish school system. In a steadily contracting world and with international contacts growing rapidly everywhere, this is really a self-evident aim. As is made clear by our reply to last year's theme, this does not in itself imply any encroachment on national integrity; instead these ostensibly incompatible values will provide the foundation of a more generous and durable supranational community.

b) These essential international elements have already been established in our existing elementary school curriculum, and teachers in every school are working every day to communicate them to pupils, so that the realisation of international community will develop into attitudes of practical preparedness in coming generations.

c) Given the interpretation already made in this report and in our report last year, there is no conflict here between national objectives and the creation of common international objectives.

d) The national objectives which various countries have already adopted contribute in a perfectly natural and active way towards the creation of international objectives shared by all nations and peoples of the world. At the same time there is an intrinsic value in the growing international opinion in favour of overriding objectives. Thus we have two different starting points on a path of development whose end, while coming midway between the two, will be a reflection of its beginning.

SWEDEN

Svenska Facklärarförbundet

Sveriges Lärarförbund

PART A - COMPULSORY EDUCATION

1. Information regarding the scope of compulsory education (elementary school)

a) The Riksdag (= the Swedish Parliament) and the Ministry of Education and Cultural Affairs are the central school authorities in Sweden.

The Swedish school system is a public system and in 1974 it accommodated 99.6 per cent of all young persons of school age. The few private schools in existence are also subject to State inspection.

It seems fair to say that there is a political consensus concerning the main outlines of the Swedish school syste and that there is no question at present of any major organisational changes.

The necessary financial resources are provided by the State, which pays the salaries of school management and teaching staff, and by the municipalities, which finance buildings, equipment, teaching materials, school meals, etc.

b) Compulsory education covers nine years:

Junior level = grades 1-3

Middle level = grades 4-6

Senior level = grades 7-9

Education is compulsory from the year of a child's seventh birthday until the year of its sixteenth birthday.

c) Tuition during this full period is completely free of charge.

d) All children receive compulsory education and all receive the aids/teaching materials judged necessary.

e) It is the task of the LEA to make arrangements for the children's journeys to and from school, by means of special school transport or by public transport, if the children live more than 2.5 km. away from school.

f) About 90 per cent go on to some form of (upper) secondary education. Only a very small proportion go on to a traditional type of apprenticeship.

g) See 'd)'.

PART B - SOCIAL EXPECTATIONS

2. Declared objectives of compulsory education

a) The aims of compulsory education are defined in the Education Act and in the Comprehensive (Elementary) School Curriculum. These aims are determined by the Riksdag and are nationwide.

b) Section 1 of the Education Act:
&
c) "The teaching provided by the community for children and young people has as its purpose to impart knowledge to the pupils and train their skills, and, in co-operation with the home, to promote the development of pupils into happy and well-balanced individuals and competent and responsible citizens."

d) The Swedish teachers' organisations take a predominantly positive view of the present declared objectives of compulsory education, but they feel that a great deal remains to be improved in the teaching context in order to raise the level of goal achievement.

e) For a long time now, compulsory education has come high on the list of budgetary priorities in Sweden, but this does not prevent powerful demands for additional resources being made by teachers' organisations and other pressure groups.

f) The Swedish school system is to be regarded as a uniform school system of integrated classes in which pupils and their parents are able only in grades 7-9 and regarding 3-4 periods per week to choose between the following alternative options: second foreign language, art, technology, economics.

g) The pre-vocational or vocational element plays a very small part in compulsory education, the principal aim being to give all pupils a common basic education so as to assure them of the widest possible choice between subsequent educational opportunities, vocational education included.

Vocational education is given high priority at the next level of schooling, i.e. upper secondary school.

3. Criticism of compulsory education system seen as non-fulfilment of expectations

The examples of criticism quoted by WCOTP in its questionnaire can to a great extent be described as frequently occurring points of criticism in Sweden too. In the third point, WCOTP refers to "hard core" subjects and excessive emphasis on free expression. Criticism on account of deficient knowledge of reading, writing and mathematics is relatively common in Sweden. The foundation of this criticism is that lack of basic knowledge makes it hard for pupils to assimilate the instruction they receive in senior classes. In this way, some pupils are handicapped in relation to their fellows throughout their school career.

Criticism of free expression is uncommon, the scope for this type of activity being more limited in Swedish school$ than in most other countries. The main target of criticism is an imbalance between basic knowledge and other subject knowledge, insufficient emphasis having been placed on the importance of basic knowledge.

In its fifth point, WCOTP refers to criticism alleging that the system is designed to serve the needs of the existing dominant class and not the needs of the individual or the promotion of social change. Of course this kind of criticism also occurs in Sweden, but a similar and more frequently encountered form of criticism is that alleging that everyday school work does not give the pupils any opportunity of developing their critical faculties in accordance with the objective defined by the official curriculum.

The present system of marks or merits in Swedish schools is heavily criticised. This is a system of relative assessment based on comparisons of pupils in the same class or school, and it is liable to produce different results in different schools, despite the nationwide standardised tests which are supposed to ensure national uniformity of assessment. The system is considered to foster rivalry between the pupils and to thwart the spirit of co-operation which, according to the curriculum, should characterise school work and relations between the pupils. The critics of the system demand either the complete abolition of marks in Swedish schools or else the introduction of criterion-referenced grading. The abolition of marks is one of the most talked about subjects in the current debate on school policy. Criticism of the existing system of marks is voiced by political parties and their youth organisations, pupils' and students' associations and the mass media.

Certain religious organisations feel that schools have become unduly secularised in recent years and that too little importance is attached to the maintenance of Christian values. One of the general aims of school policy concerning these questions has been to try to avoid influencing pupils where religion is concerned. Instead the aim is to introduce pupils to different religious and ethical questions so as to enable them to form their own opinions. It is felt that more doctorinal religious instruction should be provided at home in accordance with the convictions of the individual family.

4. Educational reform to fulfil expectations

Following proposals made by the teachers' associations and other bodies, a Commission was set up in the early 1970's to investigate the internal work of schools. This Commission, which came to be known as the SIA Commission, was recruited parliamentarily.

Following the circulation of the report containing these proposals to trade unions and other organisations, the Government moved a Bill on the subject in the Riksdag in March 1976, and the Bill was passed in May the same year.

The main points of the Bill were as follows:

- New working procedures and methods - greater pupil activity and closer co-operation.
- Guidelines for curricular change - closer adjustment to present day needs.
- An integrated school day - greater variety in the content of school work.
- General leisure activities in combination with the school day.
- Closer contact between schools and working life.
- Decentralisation and more decision making at local level - freer utilisation of resources.
- Wider democracy - new forms of decision making.
- In-service training for school personnel.
- Implementation by stages.

Most of the provisions of the reform will be implemented as from the fiscal year 1978/79.

The entire process between the appointment of the Commission and the passing of the Bill was kept under observation by the Swedish Union of Teachers and the Swedish Union of Specialist Teachers, and the two organisations endeavoured through their representation on the Commission, in the customary way, to influence the course of its work.

SIA refutes some of the criticism levelled against schools, especially criticism on the grounds that the use of school resources has been rigidly steered by the rules of the Education Ordinance and by instructions from authorities. SIA implies a decentralisation of school; teachers and pupils are to be given more extensive opportunities of influencing the local development of school activities. One of the fundamental objections made to compulsory schooling is the insufficiency of its resources. The resources currently allocated are not sufficient to secure the fulfilment of the aims of the curriculum adopted in 1969. SIA does not imply any improvement on this point.

Parents and others have demanded that schools be kept open to pupils both before and after the school day and that activities should be organised for the pupils during breaks and free periods. SIA has responded to these demands by proposing an integrated school day which will be made to include spells of "non-scheduled teaching". Teaching of this kind will include auxiliary tuition, voluntary music lessons, library visits and medical and dental treatment. The integrated school day will also include a larger element of general leisure activities to cater for the children's need of occupation before and after the integrated school day.

The senior level of compulsory education is at present organised in such a way that the pupils meet a large number of teachers. It is not uncommon for a single teacher at senior level to be taking 200 pupils. Certain groups of teachers - e.g. in art, physical education and music - take up to 400 pupils.

SFL and SL have severely criticised this arrangement, which makes contacts between teacher and pupils nearly impossible and makes an individualised way of working very difficult. This is part of the reason why working conditions at senior level cause dissatisfaction among teachers and pupils alike. Teacher training programmes from the Unions have recommended less specialisation of senior level teachers. A Commission (LUT-74) has been studying this and other questions concerning teacher training since 1974.

Various groups have criticised the compulsory school on the grounds that it makes insufficient contribution towards the promotion of social equality and the equality of the sexes. The principle of free choice rates high in the Swedish curriculum, but considerable doubt surrounds the practical feasibility of this principle. Pupils do not always choose their studies according to their own aptitudes; instead they are liable to choose according to social background and in keeping with traditional ideas regarding the sex roles. Schools are sometimes accused of existing in isolation from the community. This being so, another point of discussion is whether responsibility for this isolation must lie with schools themselves or with the community. Most groups, including the teachers' associations, are agreed that schools must try to establish closer links with reality and the outside community.

Work is now in progress on a review of the 1969 curriculum and is expected to be completed in 1978. As can be seen from the itemized summary of guidelines given below, the curricular review affords scope for an investigation of the background to this criticism and of the disposition for changes in these respects:

- to strengthen the direction set by the existing curriculum;
- social equality - the equality of the sexes;
- promotion of the pupils' all-round development - special consideration for pupils in particular need of support and stimulus;
- closer links with reality and the community at large;
- development of the principle of free choice;
- a review of the design and organisation of teaching;
- rights of co-determination for pupils, parents and school personnel;
- closer co-operation.

SFL and SL are in a position to influence the curricular view via their representation in various groups.

There is no compact body of opinion in Sweden favouring an earlier commencement of compulsory schooling. Occasional motions have been presented in the Riksdag calling for an investigation of the matter. Pre-school places are to be made available for all six-year-olds.

5. Social expectations of the "output" of the compulsory education system

Expectations of the compulsory school system as expressed in the five points of the questionnaire tally more or less with the objectives of compulsory schooling in Sweden. The latter are defined in the Comprehensive (Elementary) School Curriculum adopted in 1969 (Lgr 69). The phraseology of Lgr 69 is somewhat different from that of the five points, referring as it does to Swedish conditions, but the content is much the same. It is not possible to give individual weights to these objectives; they must all be considered equally important. Emphases may of course vary from one social group to another. The curriculum has emanated from a democratic process, and one may safely assume that the objectives it lays down for compulsory education are endorsed by the majority of the population.

In addition to the matters referred to in the five points, Lgr 69 also makes it the task of compulsory schooling to train the pupil for a role in democratic society in which the aim is for more and more responsibility to be vested in the individual. In this society, great importance is attached to intellectual training. Qualities which should be particularly emphasised are clarity and coherence of thought, the ability to make critical and independent assessments and withstand tendentious influences, and the ability to analyse, compare and summarize.

To enrich and develop the pupil's emotional life. Among other things, schools must try to teach pupils to understand and enjoy art, literature, music and nature, and they must also try to liberate the pupils' personal expressive abilities and in various ways enable them to find outlets for their imagination and spontaneous creativity.

To promote the development of willpower, i.e. to inculcate self-reliance, encourage the pupil's initiative and his ability to work conscientiously and perseveringly towards predefined objectives, and also to develop his willingness to co-operate well with others.

To give all children and young persons, irrespective of their area of residence and other external conditions, genuine access to equal educational opportunities. Compulsory education must in this connection provide them with an essentially common scheme of instruction and, over and above this, provide scope for the pupils' various interests by individualising the teaching of compulsory subjects and by organising optional subjects and freely chosen work. Schools must help pupils in their educational choices by furnishing suitable educational and vocational guidance together with other information of importance in this connection. The principle of free choice is one of the cornerstones of compulsory education.

To make it possible for each individual pupil, with help from school, to develop his aptitudes and potentialities during childhood and adolescence and to find study routes and types of work which are conducive to his personal development.

Point d) is not applicable to Sweden.

6. Social expectations related to practical possibilities

a) A great deal of criticism and debate is concerned with the ideological aspect. Practical limitations imposed by teacher resources, the size of classes, buildings, etc., are not generally taken into consideration until the time comes for a reform to be put into effect. One of the problems concerns this very matter of transforming schools into a desired direction but within given economic frames.

b) No direct information measures have been organised concerning these restraints, but they are often raised in debates and interviews by public persons connected with schools, and they are then matched against other urgent social requirements.

c The movements referred to in this question often focus their activities on a single issue or sub-issue where school and society are concerned, and this makes it hard for them to relate schools to a total perspective. The expectations held by critics of the school system are very high and often far beyond the true capabilities of schools.

7 International expectations

a In the aims and guidelines of the Curriculum for the Comprehensive School in Sweden (Lgr 69) you find the following lines:

"Young people's feelings of unity, solidarity, and co-responsibility must thus be extended beyond the frontiers of the immediate or wider family, their circle of friends, and the school, to cover increasingly large social formations. If development is to promote and confirm peace and freedom among peoples, and afford improved living conditions to all, then the school must create among the young a greater understanding of life and conditions in other, more remote societies, teaching them to realise the importance of good international relations and international co-operation. School work in its entirety should thus aim at promoting the development of the pupils into independent members of society, with an interest in the world around them that will lead to personal involvement and a sense of international co-responsibility."

The general part of the Curriculum defines the content of teaching concerning international questions, among other matters, under the main heading "General recommendations for activities in schools". We would like to quote the following passage from that section.

"One should endeavour, in teaching, to get away from any strictly national or West European perspective. Instead, one should try to achieve a more all-round understanding. This is particularly necessary in the case of the underdeveloped countries, whose circumstances are often judged from our own points of view. The role of our own country on the international plane should not be neglected. In this field too, teaching should start from concrete and immediate problems, after which the perspective can be gradually broadened

The problem of objectivity will arise continually in the course of teaching on international questions. Many of the questions concerned are politically controversial. One should therefore strive to provide objective and all-round information, balancing out any onesided views, and in general trying to make a neutral presentation. At the same time, emphasis should be given to the need for solidarity between all people, regardless of national and racial frontiers.

Finally, it is in place to recall other reasons for a conscious attempt to internationalise teaching in the schools. The present trend is towards an increasingly internationalised world labour market, which invites reconsideration of the content and structure of basic education. Equality and solidarity are important aims at the international level, and these should be assisted by activities in the schools and elsewhere. International contacts contribute also to a richer cultural life."

b) The teachers' organisations in Sweden have endorsed the above stated objectives and guidelines for the internationalisation of teaching. In addition we endeavour by various means to make it easier for our members to further the intentions expressed by the Curriculum. Thus SL has co-operated with SIDA (the Swedish International Development Authority) and other organisations every year since 1969 in arranging summer courses on the internationalisation of teaching, and in 1975 and 1976 these courses were followed up by seminars held in Ghana. The 1974 SFL Congress resolved to allocate funds to improve the Federation's opportunities of devoting more efforts to international questions and above all to facilitate an investigation of the appropriate way for SFL to approach the problems of the developing countries. This year's SFL Congress will feature an exhibition presenting the measures taken so far, and in the course of discussions held during the Congress, delegates are expected to give their views concerning the future activities of the Federation with regard to international affairs.

c) SFL and SL regard the goals existing for the international of teaching in compulsory education as a complement to other objectives. Instruction in international affairs must be integrated with all instruction in order for the declared objectives to be attained. In this connection we would like to quote the following lines from Lgr 69:

"International questions. The purpose of teaching in international questions is to lay the foundations of international understanding and a will for international collaboration. This is primarily a question of creating attitudes on the basis of objective orientation.

The rapid development of technology and the steady increase in international contacts makes ever greater demands on communicative skills, and a wider common frame of reference for those living in the society of the future. Above all, this is necessary in order to be able to understand and assess international questions. In the majority of sectors, the perspective is continuously shifting from the national to the global plane. It is therefore important that the school should take the international aspects continuously into account."

Education Society of Thailand

PART A - COMPULSORY EDUCATION

1. Information regarding the scope of compulsory education

a) Compulsory education is required in every part of the country. It is provided by the national government. As a result, it is a public system. However, since the necessary financial resources are not adequately provided, there is still little room for private school system which means that there are a few private schools for this type of education. Besides, the national government seeks to co-operate with the provicial government or local authorities by the delegation of some jurisdiction (responsibilities as well as authorities). In this manner, the provincial government or local authorities can make some contribution to the national government by utilising the local available resources, especially the financial ones.

b) Compulsory education as described in 'a)' covers 4 years of lower primary schooling, and there is also the extension of another 3 years of upper primary schooling.

The lower primary is for children of 7-10 years of age, while the upper primary, for 11-13.

However, according to the 1977 National Scheme of Education, 6 years of school are covered by compulsory education. And this covers primary education which requires children between 6-11 years of age.

c) The education (tuition) is provided free in the government schools. Books and other pieces of stationery, e.g. pencils, writing-books or notebooks, are additionally provided free.

d) 95% of children of lower compulsory school age are able to benefit from the nation-wide (lower) compulsory education.

51% of children of upper compulsory school age are able to benefit from the extension programme of compulsory education. This is caused by the limitations of financial resources, facilities, number of teachers, etc.

About 30-34% of children who enter compulsory education do not complete the prescribed number of years (the figure of lower primary where the rates of repeaters and dropouts are rather high).

For lower primary, the areas where the distances from children's home to school are beyond two-kilometer radius are the places where compulsory education facilities are not used by all children of this school age.

The principal reasons for such children not being in school or dropping out are their difficulties to attend because of distance from school as just stated above, suffering from chronic diseases or being paralysed, need for the school-age child to be working to support himself, herself or the family, lack of economic resources on the part of their parents for clothing, books, etc. (this is before they are provided free).

As for the upper primary extension, it is declared to be compulsory only in some particular areas. At present, the extension of upper primary education covers about 2,854 sub-districts from the total 5,549 sub-districts. This is also the most important reason that can justify the low percentage of children for the school age who benefit from upper primary as compulsory education.

e) The district officer has the authority, according to Elementary Education Act, to get children to attend school. Moreover, the Act prescribes penalties on parents who do not send their children whose ages fall within school-age limit to school. The children who have certain difficulties such as those from distance, unfavourable conditions at home, inadequate transportation and so on are exempted by the law; however, they are provided schooling through elementary boarding schools. This type of school provides free schooling, boarding and lodging. Books and other pieces of stationery are included as provisions of the responsible authorities which are made to compensate for difficulties posed on these children.

f) About 51% of those who complete 4-year compulsory schooling proceed to upper elementary education, and about 45% of the school-age children can benefit from secondary education.

g) Yes, the compulsory education facilities which are available open equally in practice to all groups: girls, minority groups, migrant workers' children, handicapped children.

PART B - SOCIAL EXPECTATIONS

2. Declared objectives of compulsory education

a) The objectives of compulsory education are defined in the National Scheme of Education.

b) The official declared objectives of compulsory education are summarized briefly as follows: to inculcate spirit and conscience of civic responsibility, co-operation, patriotism, to promote economic efficiency as possessing desirable qualities of being good producers and consumers, to develop in children intellectual growth with integrated personality in order to be rational, creative and healthy citizens.

d) The national teachers' organisation believes that these objectives are being served by the present system as far as the country is at present, influenced by the "reform" atmosphere and the need for national security. And it is partly true to say that the national teachers' organisation is participative in proposing and approving of such objectives.

e) Yes, the provision of (or extension of) compulsory education is given high priority. And this is supported by nearly all pressure groups in the country. Fortunately according to the present National Scheme of Education, it stipulates that the government consider the educational affair extremely high in priority among all the state affairs. Also, yes, the provision for compulsory education is pressed for, both directly and indirectly by the national teachers' organisation.

f) Compulsory education takes within the school a streamed system in a fairly standard programme with some degree of local flexibility.

g) The compulsory school education programme includes prevocational training which is about 1/4 of all curriculum experiences prescribed in the programme.

3. Criticism of compulsory education system seen as non-fulfilment of expectations

a) The principal criticisms commonly voiced on compulsory education are:

- lacks of effectiveness of educational administration in compulsory education - voiced by political authorities, the educational authorities and the public usually through newspapers;
- weaknesses of knowledge, abilities - skills, and attitudes as external productivity or achievements - voiced by educational authorities, public through newspapers, political authorities and other organised sectors;
- the school curriculum is too traditional and does not relate to the needs of the community and therefore lacks meaning - voiced by all;
- the system does not relate to the manpower needs of the society and so produces on the one hand people who are unable to get jobs and on the other hampers the development of the society due to its failure to produce the skilled personnel required (perhaps skilled in the vocational sense but also in the social and/or political sense) - voiced by all especially by political authorities, educational authorities;

the problems of difficulties posed on parents by the practices of the educational authorities, e.g. the changing of curriculum, the changing of textbooks and some misunderstanding of the new practices - voiced by public through newspapers, political authorities.

4. Educational reform to fulfil expectations

a) There are educational reforms in compulsory education affected by the Administrative Reform which is newly-called national education development. The National Scheme of Education (1977) just declared and the curricular reform which has been undertaken before the declaration of the National Scheme of Education have great impact on compulsory education. Such impacts are: its philosophy, its system or structure and its curriculum. In fact the educational reform is aimed at improving education at all levels and covering all aspects of education. The reform is believed to solve the current problems of compulsory education most of which is criticised by the public.

b) The society demands a lot from education. The political authorities demand that education should inculcate politic conscience and make children become alert, aware, and participative in politics. They emphasize on educating the young to unite, be patriotic in the way they think it deserves.

Religious movements seek more integrated and balanced education between materialistic and moralistic worlds of experiences for children. In their opinion, educational experiences lack moral education, and this causes the young to be more materially oriented.

Community organisations seek to demand that the school curriculum be more relevant to the needs and problems of the community as well as every day life.

Employers seek to demand that education should provide them honest, industrious, capable employees. They abuse that children are too frivolous and possess low qualities to be good workers.

c) The national teachers' organisation seeks to have educational reform which includes the intent to raise standards of status of teachers both in professional knowledge (and abilities), and in salary. Also they call for improving working conditions of teachers such as appropriate working load or number of hours, appropriate area of specialising in teaching in accordance with their training.

The pressure for such extension has been from political leaders. There is not pressure for the extension of compulsory education for 16-19 year age groups.

5. Social expectations of the "output" of the compulsory education system

a) The different sectors of this country expect of the student who has completed the prescribed period of compulsory education the following qualities of children as listed:

1. to become a good citizen -
   recognising all that this implies in terms of nationalist interpretation, political coercion, international aspiration;

2. to be able to work and gain a living - recognising the differing priorities given to this right in divergent political systems and its potential conflict with the right to freedom of expression;

3. to appreciate moral values and the respect thereof - recognising the universality of honesty, truth and justice and the potential intolerance of institutional interpretation of these values;

4. to give each individual the ability to protect himself - recognising the importance of individuals unless they can co-operate with their fellow men in seeking corporate solutions before crisis forces joint action.

b) The element in '2.' might be omitted or given little weight because the country insists that she is a constitutional monarchy type of democratic country. The king is the symbol and holds the unity in the country as the Head of the State. In this manner, political systems and ideologies can vary within such system. Therefore, the objective defined in '2.' as the expectation of the "finished product" is comparatively less important of all 5.

c) In fact, most of qualities listed (as objectives) above are fairly like declared in the national objectives of the present National Scheme of Education (1977). In addition to the list, some of the sectors of society, especially the political and educational sectors, expect the graduates to have basic skills for occupation, e.g. handicrafts, farmers, gardeners, and other manual labour works.

However, most sectors of society expect that the graduates should master the skills of reading, writing, thinking in arithmetic, and thinking effectively to cope with everyday-life problems. This is more specific expectation than others listed above.

d) The major expectations of the society (where the number of years of compulsory education are limited to eight, six, or even four years) are generally to educate the young, first of all, to master communicating skills: reading, writing, thinking in arithmetic and thinking in problem solving; secondly to become good citizens in the society in order to maintain law and order including to preserve their culture as well as adjusting themselves to the unavoidable changes of the society; and finally to become productive producers and consumers so as to function effectively in the economic system of the society.

6. Social expectations related to practical possibilities

a) The degree of awareness of natural limitations of what can be achieved by schools is rather small. In fact, the country has quite a number of burdens which require a large amount of budget. This limitation of budget leads to other limitations such as class-size. buildings, salaries, in-service education facilities, etc. Some limitations are combination of budget and educational techniques or practices such as methods of teaching, processes of learning, building techniques, administration, levels of teacher's initial training. Other limitations are fairly environmental; social values on education, the confusing ways of life influenced by mass media and the influx of materialisation which make education more difficult for a developing country like Thailand.

b) Political powers try to make the public aware of these restraints. For one thing, they have done the so-called micro-centralisation which delegates some authority and responsibility of compulsory education to local authorities which draw local resources to co-operate in managing compulsory education. Several political powers have been fighting for more education budget; sometimes they succeed.

The educational authorities have also done a lot to make the public aware of these restraints especially in promoting good understanding of the comprehensive objectives of education as well as the teaching-learning process and the changing of curriculum and books. But most of them are hard to overcome especially the problems of social values and those of environmental ones.

The teachers' organisation, right to the restraints on teachers' resources, rationalises to the public that the teacher candidates are not properly screened to enter the career. And moreover, the system of personnel administration as far as designated to meet the set criteria has been obstructed by the problems of budget.

c) Such movements can more or less influence the courses of the school programmes. Above all they are guidelines for the government, the Ministry of Education, the educational authorities, the political authorities, the teachers' organisation, local authorities and the public to put into practice in the same lines of action to help fulfil the education task. The possibilities of the movements are optimistically to be great if there is political security which establishes law and order, and economic prosperity that in turn become utilisable resources for the effectiveness and desirable output of education.

7. International expectations

a) The National Compulsory Education systems are well justified by their both national and international objectives declared in the National Education Scheme (1977) which contain the essential international element (see details in '5.').

b) In the case of Thailand, the teachers' organisation should endeavour to establish a priority list of the essential national elements and then try to implant them in international systems.

c) The efforts to promote such international aims are seen in the social studies curriculum as complementing with national goals. The content of teaching in social studies as far as developed contains hiearchical concepts of human relations: individuals vs. individuals, individuals vs. environments, individuals vs. others in the family, individuals' awareness in the community, the country, the neighbouring countries and the world. Moreover, the basic concepts of social studies as prescribed in the syllabus are universal and consistent with the structure of the field.

d) In fact, international expectations should be a reflection of the common denominator of national goals and they have their own inherent value as well. On one hand, they reflect the need and problems of each country, and on the other hand they set standards of what each country should do in compulsory education. Actually, the world today is a small one, and all societies in the world are dependent on each other to some degree, the communication among people needs to have the same basic assumptions or the universal connections. Compulsory education which provides international mutual understanding among people of the world is consequently beneficial.

TRINIDAD AND TOBAGO

Trinidad and Tobago Teachers' Union

PART A - COMPULSORY EDUCATION

Our Education Act, dated 1965, does include a Part 3 which refers to Compulsory School Age and Offences. The Compulsory Age was 5-15 and parents are called upon to cause each child to receive full-time education, suitabl to his age, ability and aptitude by regular attendance at a school. An Act of 1966 lowered the compulsory age to twelve (12).

To answer the questionson Part A very briefly, we may begin by saying that we hear very little about compulsion in education today because the country is well developed by way of roads, water, etc., and parents are now eager to send their children to school

1. Information regarding the scope of compulsory education

a) Education supplied by Government and Denominational Boards. There are numerous privately run schools. We are moving slowly to a take over by Government.

Our large Roman Catholic section running some 130 out of 480 primary schools, and a large proportion of the secondary schools is standing firm.

Government supplies 2/3 of building costs of denominational schools, pays staffs, makes grants for repairs, maintenance, books, etc.

b) Compulsory age: 5-12 (up to 15 before).

c) All tuition now free even up to most university courses.

d) Schools well spread out - nearly all children complete compulsory programme.

e) School attendance officers hardly needed now.

f) Some 50% proceed to secondary. Plans to move all to secondary by 1980.

PART B - SOCIAL EXPECTATIONS

2. Declared objectives of compulsory education

a) Education Act 1966.

b) Defined earlier. National Law.

c) To produce a literate nation.

d) Present system serves the purpose.

e) No pressure needed. All sections keen on education. Politicians very much alert.

f) Standard programme. No choice.

g) Pre-vocational 12-15.

3. Main criticism of primary system

The Common Entrance Examination introduced in the mid-1950's with the object of selecting primary school children for the secondary schools - free of cost - has had serious repercussions on our system. Fees have been abolished at Government and aided secondary schools, and pupils now enter these schools on merit through the Common Entrance Examination.

The rapid expansion of secondary education now makes it possible for about 50% of the 11+ children (now about 40,000) who take the examination annually to get into the secondary stream. The others either pay big fees in private schools or go on to age 15 in the post-primary section not well respected as being bright.

The nature of the Common Entrance Test - an Intelligence Test which includes a number of school subjects - is the main trouble. Teachers and parents tend to groom children for this exam from early on, and as a result much of the curriculum is neglected. Junior secóndary schools are now being built and with the aid of a Two-Shift system it is hoped all primary children will move into the secondary stream by 1980.

Relevance of programmes has become a popular cry of would-be parliamentarians and revolutionaries and some attention is being paid to it.

Criticism largely about physical plant; staffing generally O.K.

Concern over water, sewers, dust in unpaved yards.

Equipment-wise we are almost primitive. Our libraries are non-existent or poorly stocked, visual aids - projectors, etc., do not exist even at teachers' college level. We need books, magazines, etc.

4. Educational reform to fulfil expectations

a) Re: compulsory period - new syllabus introduced into schools - some emphasis on social studies, agriculture and new approaches to language arts. Hopes that full programme will be followed with elimination of Common Entrance Examination.

b) Religious bodies now very ecumenical want religion in all schools. All other groups stress preparation of vocational and technical education. Relevance - not clearly defined in the clarion call.

5. Social expectations of the "output" of the compulsory education system

All 5 objectives are prominent here.

No. 5. - The cultural development has recently received a tremendous boost from the following:

(i) The Prime Minister's annual Best Village Contest - dances, songs, skits, by even remote villages receive radio and television coverage;

(ii) The Indian Community has its own radio and T.V. programmes.

6. Social expectations

a) Many critics fail to remember class sizes 40+, percentage of untrained teachers, limitations of time, space, buildings. Activists want to include things like Hini, African drumming, etc.

b) Members of the Supervisory Staff give regular 15 minute talks on radio. A Government broadcasting unit helps considerably. Various groups help: The Chamber of Commerce, women's groups. The Teachers' Union organises lectures to the public and particularly to Parent-Teachers' Associations.

c) Many of the activists are not realistic, but the Prime Minister recently chose three Committees to look at the following:

(i) Education in general;

(ii) Technical education;

(iii) The Shift System at junior secondary and primary levels.

Recommendations have beensubmitted by these three Committees.

7. International expectations

a) Cosmopolitan and multi-religious as we are, and with a National Anthem calling for an equal place for every race, there is justification for our compulsory system to stress human rights, respect for others, etc.

b) Re: International elements - teachers' organisations should try to get a priority list of essential international elements which should be promoted in compulsory education.

c) Our national goals are hardly ever in conflict with international aims. Slow implementation may be accounted for by finance.

d) International expectations should reflect common denominators of national goals without prejudice to originality.

UNITED STATES

National Education Association

PART A - COMPULSORY EDUCATION

Throughout our history, the people of the United States have believed that education is the basic path to economic mobility, social improvement, and cultural growth.

Three of the earliest presidents of the United States promoted the benefits of education as the means to achieve a democratic government. The first president - George Washington - said in 1796 that Government should "promote then, as an object of primary importance, institutions for the general diffusion of knowledge. In proportion as the structure of a government gives force to public opinion, it is essential that public opinion should be enlightened."

The third president of the United States - Thomas Jefferson - was was the author of the Declaration of Independence, wanted to be remembered as the founder of the University of Virginia and a believer in public education. He stated in 1816 that: "If a nation expects to be ignorant and free in a state of civilization it expects what never was and never will be... There is no safe deposit (for the functions of governments) but with the people themselves; nor can they be safe with them without information".

President James Madison wrote that: "A popular government without popular information or the means of acquiring it is but a prologue to a farce or a tragedy, or perhaps, both. Knowledge will forever govern ignorance; and the people who mean to be their own governors must arm themselves with the power which knowledge gives".

It was a belief then that government should provide for the education of the people in order to guarantee individual liberties and freedom and not necessarily for the perpetuation of the government. In order, then, to provide the type of education that would be able to permit a democracy to function it was necessarv to make education universal.

The American people believe that universal education is economically desirable, and that free education provides an opportunity for individuals to function best in a society, for education improves the human spirit and the quality of the labour force. An eminent historian has stated that America's greatest contribution to western civilisation will have been the free, public school system. Has it been effective? It has made democracy work and it has eased social inequality. The United States has one of the lowest illiteracy rates and one of the highest per capita incomes in the world. The United States has found that public education tends to break down barriers of class and obstacles to opportunity.

Since the beginning of the United States there has been a separation between church and state. Therefore, responsibility for providing education is on the state. The move to a free public education and compulsory attendance rose in the belief that an educated and informed population was necessary for the survival of the nation and the effective operation of a democracy.

The United States has no national system of education. Education is the responsibility of each state, and it is the state that sets the standards for compulsory attendance.

Our states have embraced compulsory education as the means to protect the states' interest in universal education. The State of New Hampshire Supreme Court gave judicial recognition in 1902 when it stated: "The primary purpose of the maintenance of the common school system is the promotion of the general intelligence of the people constituting the body politic and thereby to increase the usefulness and efficiency of the citizens, upon which the government of society depends. Free schooling furnished by the state is not so much a right granted to pupils as a duty imposed upon them for the public good. If they do not voluntarily attend the schools provided for them, they may be compelled to do so. While most people regard the public schools as the means of great advantage to the pupils, the fact is too often overlooked that they are governmental means of protecting the state from the consequences of an ignorant and incompetent citizenship".

The first compulsory attendance law in the United States was enacted by the State of Massachusetts in 1852. Forty-nine of the fifty states in the United States now have compulsory attendance laws. Only one state, Mississippi. does not have such laws, but the tradition of compulsory attendance has the force and equivalency of law.

The compulsory attendance laws refer to minimum and maximum ages, provide for attendance beyond these age limits, indicate the length of the school time, and impose a legal obligation for regular attendance, and in most cases provide penalties for non-compliance of attendance laws. In recent years a pattern has evolved which is moving the required attendance to an earlier age and for an increased number of years of compulsory schooling. The general pattern of the states specified attendance at no later than age 7 and through age 16, although California, Ohio, Oklahoma, Oregon, Utah and the State of Washington require compulsory attendance to age 18. Several states such as Main, Nevada, New Mexico, Pennsylvania, Tennessee, Texas and Virginia require attendance to age 17. In 47 of the 50 states a child can be exempted from compulsory attendance because of emotional, mental and/or physical disability. Exemptions are also permitted for certain types of legal employment in 23 states.

Child labour laws and compulsory attendance laws go hand in hand and the requirement for being in school at least until age 16 is one reason for the Fair Labor Standard Act of 1938.

Compulsory attendance laws also require that school be in operation an average of 180 full days a year. Every state requires complete elementary and secondary education to be available to all students within that state even though they may have gone beyond the years that the state requires that they must attend school.

The parents are normally held responsible for assuring that children are in school. All but ten states have specific fines for non-compliance of attendance although the fines vary from state to state. Some states provide imprisonment for the parents if they keep the children out of school

Recent Challenges to Compulsory Education

In recent years there have been challenges to state legislation mandating school attendance. In several cases it has been taken to court. Religious groups and even those in the academic community have been associated with challenging compulsory education. Although private schools and home instruction can provide alternatives for compulsory attendance in public schools, students nevertheless are compelled to attend some sort of school. In recent years there have been challenges to this theory, but challenges for exemptions have been based on religious grounds, mental or physical unfitness, and marriage. The parents of three families in Virginia in 1945 tried to prevent enforcement of compulsory attendance laws on religious grounds. They interpreted the Bible to mean that parents should teach and train their own children. They believed that sending their children to public school was in violation of the Bible. The Court, in ruling against the parents, declared "no amount of religious fervor (the parent) may entertain in opposition to adequate instruction should be allowed to work a lifelong injury to his child. Nor should he, for his religious reason, be suffered to inflict another illiterate citizen on his community or his state".

In another case in Oklahoma a parent of a Seventh Day Adventist was permitted to educate the child at home because she was a qualified teacher. If she had not been so qualified the Court probably would have compelled the child to attend school

In a landmark case, a religious community of Amish challenged the power of the State to require school attendance to Amish children beyond the eighth grade in school. The Court ruled (1) that the State has the power to impose reasonable regulations but that this power must be balanced against the rights of the individual; (2) that parents, if they can show that enforcement of compulsory attendance will endanger the religious beliefs, the power of the State must give way to the first amendment to the U.S. Constitution, which guarantees religious freedom. The State Compulsory Attendance Law required that parents send their children to private or public school until age 16. The Amish parents refused to send the children to any school, private or public, after completing the eighth grade. This involves children 14 or 15 years of age. The Court concluded that the Amish claim was founded on religious beliefs which went back for more than three hundred years. The Court ruled that the group was capable of fulfilling the social and political responsibilities without compelling attendance of their children beyond the eighth grade.

Marriage

The Courts have generally agreed that when a minor of less than 16 years of age, who otherwise is required to attend school, is married, the minor may be exempt from further compulsory attendance.

Summary

The National Task Force on Compulsory Education of the National Education Association in its final report concluded as follows:

> There is no question but that all Americans require education: but as a society's needs have come to change so rapidly, there has also come the need for a much wider variety of alternatives for securing the required education; and many of these alternatives will need to be pursued in ways other than those by which most schools presently operate and are organised.

The stimulus for the work which resulted in the recommendation above came from strong dissatisfaction in the 1960's on the part of students in both public schools and universities in the United States with their required educational experience. Previous to that, compulsory attendance in the United States had over a long period been taken for granted.

A more recent decision on compulsory education, but one consistent with the whole history of public education in the United States, came from a most famous 1954 United States Supreme Court decision in the Brown Vs. Board of Education of the Topeka, Kansas case:

> Today, education is perhaps the most important function of state and local governments. Compulsory school attendance laws and the great expenditure for education both demonstrate a recognition of the importance of education to our democratic society. It is required in the performance of our most basic public responsibilities, even service in the armed forces. It is the very foundation of good citizenship. Today it is a principal instrument in awakening the child to cultural values, and preparing him for later professional training, and in helping him to adjust normally to his environment. In these days, it is doubtful that any child may reasonably be expected to succeed

in life if he is denied the opportunity
of an education.

There are alternatives. The alternatives school movement (sometimes called options in education) has grown rapidly in the United States in recent years. To some it is looked on as a resurgence and a reconceptualisation of what has always been. That is, there have always been options in American education. In the early colonial days there were the options of attending school of one or other religious orientation. Then there were the private academies and Latin grammar schools which continued to thrive when the American common school came into being. Finally, for decades large city school districts have made place for vocational schools, for art and music schools, even special science schools. But the recent alternative school movement is related in part to the dissatisfaction of students with conventional curriculum, and in part to the broader range of interests and motivations within the student population now that more than 90 per cent of those of school age are in attendance.

In a few placed in the United States provision is being made for students to leave school at an earlier age than was once mandated, by either continuing on a part-time basis or passing a proficiency examination for which high school equivalency diplomas are sometimes issued. But the much greater trend has been to provide a broad range of alternatives within the system for accomplishing the goals of American schooling.

There are currently in the United States more than a dozen types of alternative schools for accomplishing the requirements of compulsory education: they go under such titles as continuous progress schools, magnet schools, fundamental schools and reentry schools to name a few. For 1976-77, it is estimated that there are between five and ten thousand alternative schools in operation in 1,000 communities across the land.

PART B - SOCIAL EXPECTATIONS

The establishment of official goals for education is the responsibility of the states and local school districts within the states. There is no national system of education in the United States and consequently no national goal or goals for education.

Recent decisions eliminate discrimination against handicapped children. Every handicapped child, regardless of the severity or nature of the handicap, will be entitled to a free public education. They will no longer be segregated, but will be educated with non-handicapped in regular classrooms to the "maximum extent possible".

An early major pronouncement of the Federal Government of the United States of America related to educational goals was broad and general and appeared in the Northwest Ordinance in 1787:

> Religion, morality and knowledge, being necessary to good government and the happiness of mankind, schools and the means of education shall forever be encouraged.

The nearest thing to an American commitment to specific goals is reflected in the updating of The Seven Cardinal Principles of American Education originally developed in 1918. The original Principles, which were widely accepted as educational goals, were developed by the Educational Policies Commission of the National Education Association.

That updating was completed as a bicentennial project by the National Education Association. The Principles, as reported and discussed in the September-October, 1976 issue of Today's Education, the journal of the National Education Association, are:

1. Health
2. Command of Fundamental Processes
3. Worthy Home Membership
4. Vocation preparation
5. Citizenship
6. Worthy Use of Leisure
7. Ethical Character

1. Health.

   Attention is directed to the need for "healthy interpersonal, intercultural attitudes" and awareness "that over-consumption can be as debilitating as under-consumption, and that both can affect one's behaviour in adverse ways".

   This principle advocates "an understanding of dietary needs and problems beyond simple nutrition education to include such matters as dangerous food additives and pollution, and sanitary standards that are so low as to be inimical to health".

   The goal is now stated as "total mental, physical and emotional health for every individual. Achieving this goal is seen as a responsibility of all educational agencies where all the schools have an important role to play".

2. Command of Fundamental Processes.

   While proficiency in reading, writing, arithmetic and oral communications are still identified as basic, there are additional processes which fall into other categories:

   a) "Skill in humanistic processes, including human relations skills, due process skills, and those skills based on close cultural and multi-ethnic insights."

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c) "Anticipatory skills represented by the ability to (1) see relationships that make correlations; (2) sort, weigh, and then act on data; (3) evaluate choices and make decisions wisely; (4) understand how power functions at various levels from neighbourhoods to international capitals."

These points underscore that there is need for closer co-operation between schools and other social educational agencies.

3. Worthy Home Membership.

Three points are emphasized:

a) That the nature of the American family is changing:

b) That the family is very important in American society and culture;

c) That schools must adapt to change in the home and family of today.

This includes the new opportunities and roles for women, the impact of television, the loss of influence of the home, and the increase of groups that are often "unlike the traditional family unit".

4. Vocation.

When the original Cardinal Principles were established in 1918 "vocation as a cardinal principle emphasized equipping the student to earn a living, to serve society through work, to maintain the right relationships toward fellow workers and society, and as far as possible to develop oneself through vocation".

The recent agreement is that the best vocational education is a general education. Thus,

a) "The problem with regard to specific vocational skill training in a changing society is to know what kind of preparation vocations are going to require in ten or fifteen years."

b) "A good general education should be followed by the teaching of specific skills."

c) "The habit of life-long learning is now, in a sense, a vocational skill."

d) "Schools should focus on the general requirements of all vocations and on serial or recurring preparations."

e) "Vocational preparation should avoid locking people in the wrong jobs."

5. Citizenship.

The present Cardinal Principle of citizenship emphasizes the importance of a global viewpoint. "Educated persons must be more than doctors, engineers, or scientists; they must be effective citizens and human beings".

This means that civic education should encourage active, constructive participation in politics and that it should help people understand how to use power positively.

"Our efforts to make our society more democratic beyond the school walls and playgrounds are going to be aided tremendously by maintaining, as we have in this country and better than in any other country, a school environment in which teachers try to be democratic in their relations with students and with one another."

6. Worthy Use of Leisure.

When the Cardinal Principles were written almost sixty years ago, "leisure was intended to recreate the body, the mind, and the spirit, and to enrich the personality through experiences such as music, literature, drama and social activities". The schools and other educative agencies are "challenged to develop skills and to encourage the productivity which permits the attainment of economic levels at which leisure time is available".

The increasing complexity in the American life erodes time that might otherwise be used for recreative, self-fulfilling activity. Education must help the young and all alike to prevent today's complexity from totally eroding the leisure time.

7. Ethical Character.

"To have ethical leadership we must have a society that honours and supports or elects model leaders. The process of creating an ethical society is evolutionary and interactive". We need a renewal of respect for institutions that help democracy to flourish. In any culture development of ethical character also calls for an awareness of what is considered right and what is considered wrong in that culture, and "for a rejection of a relativism that denies, if only by implication, that such things as the common good and the general welfare exist."

By now most states in the United States have adopted state goals for education that closely resemble but expand on the Seven Cardinal Principles.

There has been considerable discussion in the American education community about the differences between goals for education and goals for schooling, the assumption being that, as important as the school may be in assuring that the nation's citizenry become educated, education takes place in many settings other than the formal school structure.

This assumption is closely related to the alternatives movement in that those who suggest alternatives argue that there are ways other than the formal school structure for accomplishing the nation's educational goals and which at times may be more appropriate than formal schooling.

The National Education Association is fully in accord with the premise that free public education should be provided through the completion of secondary education regardless of age and that tertiary or university or technical education be available to all students who qualify. Compulsory education is not a limit, but it is a beginning, and there has been a move by the NEA and others to expand education downward and upward; downward below the first grade level to kindergarten and nursery education, and upward to tertiary education.

The development of the junior college system in the United States has been an attempt to make tertiary education more readily available to those who complete secondary education and for those who wish to take specific courses regardless of the level of school.

The provisions for compulsory education have high priority in the United States and with the National Education Association. It is an accepted fact by the American people and it is engrained in the tradition.

Pre-vocational and vocational training are found in junior high schools which are within the limit of compulsory education.

One of the premises of American education has always been that the school should feed the needs of the child instead of the child feeding the needs of the school, so that in the junior high school level there are many exploratory courses for students. The high schools in the United States are generally comprehensive, which provide programmes that lead to university entrance, commercial courses, general courses, and vocational and/or technical courses.

Educational Reform to Fill Expectations

Since education is a state and local responsibility and there are approximately 17,000 local school districts in the United States, educational reform in the United States is not a national reform but occurs at the local level. Educational reform is a gradual but continuous process and evolves out of the needs of the community. It is not imposed by governmental authorities or by any one group but is a concensus that develops through felt and acknowledged need. National teacher organisations are constantly trying to improve the offerings to students to meet their needs. There is no need to extend the compulsory education period since the completion of secondary education is available free of charge to students. There is no pressure to make compulsory education through the secondary level since every state and local school district provides for free secondary education and in most cases for inexpensive tertiary education.

International Expectations

The NEA has agreed that after two hundred years of the Declaration of Independence the American people are entering a new era in which all must recognize that we are not an island into ourselves. A classic example is the question of human rights. The American people and the American schools believe basically in the dignity of the individual and the value of human rights. It should be an international goal of the National Education Association and of WCOTP to pursue individual human rights for all persons.

Internationally all teacher organisations can work:

1. toward the interdependence of all peoples. This involves accepting people as they are, recognizing their contributions, and developing an understanding that problems and injustices are everyone's responsibility;
2. to make education a vehicle for respect, freedom, liberty, human dignity for all peoples. Educated people must be torch bearers for the rights of individuals. We can begin by protecting the rights of teachers and students.

Teacher organisation, such as the National Education Association and WCOTP, can help promote compulsory education and education for all individuals in other countries by using part of their resources to help the development of teacher organisations who can push for these things in other countries. For we must acknowledge the interdependence of all peoples.

Education can be a vehicle for peace, liberty and the pursuit of happiness, and it is up to teacher organisations to promote these principles to the fullest, because it is teachers throughout the world who are in a unique position to bring about a world based on the principles of justice and peace. If teacher organisations do not promote justice and peace and equality and understanding and appreciation of other people, then who will?

The National Education Association is dedicated to the proposition that social and political justice is a necessity in today's life; that without education for all peoples there can be no progress; that wherever human rights are violated, regardless of the continent or the political system, that violation should be condemned, whether it be a government of the right or a government of the left; that military dictatorships, regardless of their benevolence, do not provide for people the rights and justices that are inherently theirs. Teacher organisations should also combat all types of racial and religious discrimination.

If compulsory education perpetuates racism, racial prejudice, and is used as a device to control other people, to make other people inferior human beings, then compulsory education has failed. Justice and freedom and liberty and human dignity and human rights should permeate teacher organisations in their efforts to acquire and expand compulsory education.

religious beliefs which went back for more than three hundred years. The Court ruled that the group was capable of fulfilling the social and political responsibilities without compelling attendance of their children beyond the eighth grade.

Marriage

The Courts have generally agreed that when a minor of less than 16 years of age, who otherwise is required to attend school, is married, the minor may be exempt from further compulsory attendance.

Summary

The National Task Force on Compulsory Education of the National Education Association in its final report concluded as follows:

> There is no question but that all Americans require education: but as a society's needs have come to change so rapidly, there has also come the need for a much wider variety of alternatives for securing the required education; and many of these alternatives will need to be pursued in ways other than those by which most schools presently operate and are organised.

The stimulus for the work which resulted in the recommendation above came from strong dissatisfaction in the 1960's on the part of students in both public schools and universities in the United States with their required educational experience. Previous to that, compulsory attendance in the United States had over a long period been taken for granted.

A more recent decision on compulsory education, but one consistent with the whole history of public education in the United States, came from a most famous 1954 United States Supreme Court decision in the Brown Vs. Board of Education of the Topeka, Kansas case:

> Today, education is perhaps the most important function of state and local governments. Compulsory school attendance laws and the great expenditure for education both demonstrate a recognition of the importance of education to our democratic society. It is required in the performance of our most basic public responsibilities, even service in the armed forces. It is the very foundation of good citizenship. Today it is a principal instrument in awakening the child to cultural values, and preparing him for later professional training, and in helping him to adjust normally to his environment. In these days, it is doubtful that any child may reasonably be expected to succeed

in life if he is denied the opportunity of an education.

There are alternatives. The alternatives school movement (sometimes called options in education) has grown rapidly in the United States in recent years. To some it is looked on as a resurgence and a reconceptualisation of what has always been. That is, there have always been options in American education. In the early colonial days there were the options of attending school of one or other religious orientation. Then there were the private academies and Latin grammar schools which continued to thrive when the American common school came into being. Finally, for decades large city school districts have made place for vocational schools, for art and music schools, even special science schools. But the recent alternative school movement is related in part to the dissatisfaction of students with conventional curriculum, and in part to the broader range of interests and motivations within the student population now that more than 90 per cent of those of school age are in attendance.

In a few placed in the United States provision is being made for students to leave school at an earlier age than was once mandated, by either continuing on a part-time basis or passing a proficiency examination for which high school equivalency diplomas are sometimes issued. But the much greater trend has been to provide a broad range of alternatives within the system for accomplishing the goals of American schooling.

There are currently in the United States more than a dozen types of alternative schools for accomplishing the requirements of compulsory education: they go under such titles as continuous progress schools, magnet schools, fundamental schools and reentry schools to name a few. For 1976-77, it is estimated that there are between five and ten thousand alternative schools in operation in 1,000 communities across the land.

PART B - SOCIAL EXPECTATIONS

The establishment of official goals for education is the responsibility of the states and local school districts within the states. There is no national system of education in the United States and consequently no national goal or goals for education.

Recent decisions eliminate discrimination against handicapped children. Every handicapped child, regardless of the severity or nature of the handicap, will be entitled to a free public education. They will no longer be segregated, but will be educated with non-handicapped in regular classrooms to the "maximum extent possible".

An early major pronouncement of the Federal Government of the United States of America related to educational goals was broad and general and appeared in the Northwest Ordinance in 1787:

> Religion, morality and knowledge, being necessary to good government and the happiness of mankind, schools and the means of education shall forever be encouraged.

The nearest thing to an American commitment to specific goals is reflected in the updating of The Seven Cardinal Principles of American Education originally developed in 1918. The original Principles, which were widely accepted as educational goals, were developed by the Educational Policies Commission of the National Education Association.

That updating was completed as a bicentennial project by the National Education Association. The Principles, as reported and discussed in the September-October, 1976 issue of Today's Education, the journal of the National Education Association, are:

1. Health
2. Command of Fundamental Processes
3. Worthy Home Membership
4. Vocation preparation
5. Citizenship
6. Worthy Use of Leisure
7. Ethical Character

1. Health.

   Attention is directed to the need for "healthy interpersonal, intercultural attitudes" and awareness "that over-consumption can be as debilitating as under-consumption, and that both can affect one's behaviour in adverse ways".

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YUGOSLAVIA

Sindikat Radnika Drustvenih Delatnosti Jugoslavije

PART A - COMPULSORY EDUCATION

1. Information about the all-inclusiveness of the primary education

a) Primary eight-year education is compulsory in the SFR Yugoslavia and free for all children from 7 to 15 years, regardless of sex, national and religious affiliation, economic position of parents, etc. For those who have not finished primary eight-year school in this age period, regardless of the reason, they are entitled by the Constitution to finish this education, free of charge, in the corresponding classes of the primary schools, workers' and people's universities.

The primary schools are public educational-upbringing institutions, just as all other schools. The primary eight-year compulsory education is provided by the corresponding educational organ of each socialist republic or province, as well as by the competent socio-political community, i.e. the communal assembly, i.e. the communal assembly.

Primary education has passed through several reforms but the most significant one by its extent and quality is the reform carried out in 1958 and the one which has been in the phase of implementation since 1974, when a document about the reform of the entire educational and upbringing system in Yugoslavia was adopted.

Our organisation, just as well as many other pedagogical-professional organs consider the primary school in Yugoslavia well set up in its conception, pedagogical organisation, programme structure and contents, because it reflects the application of modern pedagogical science and practice.

The resources for the financing of the primary education and upbringing are provided from the contribution deducted from the personal incomes (salaries) of all workers in the material and non-material production and from the total total income of agricultural workers, independent craftsmen, free-lance professions (artists, writers, etc.).

If the resources collected in this way are insufficient to cover the costs of primary education, the commune (i.e. the republic or the province) covers the balance by the subsidies allocated from its own budget.

b) The primary compulsory education lasts eight years and, as we have already said, covers all children in the age period from 7 to 15 years.

c) The tuition is free for all pupils i.e. students through all eight years (the same as in all secondary, high and higher schools, faculties and art academies).

d) The primary eight-year compulsory education in Yugoslavia covers more than 97% of the children of the above age period. The percentage of the children not included in this number is small and mostly consists of children living in small mountainous settlements where due to the dispersity of settlements they have no school of their own and therefore frequently have to walk several kilometres to the nearest school as there are no roads or other communications to be used by school buses.

No case has been registered as yet that the primary school has not been able to admit all children of the school age because of the lack of teachers. However, there exist individual and rare cases of some parents who keep their children at home in order to help them in their work. The percentage of such cases is so small that it is not worthwhile mentioning it, because the parents are increasingly aware of the fact that for modern agriculture or craftsmanship production more knowledge is required than their own.

e) First of all, it is necessary to underline that the majority of children, a large percentage, comes to school with a strong desire (here parents significantly participate with their influence) to finish a certain level of education and qualify for an occupation. In addition to parents the pre-school upbringing and educational institutions are also engaged in psychologic-pedagogical preparation of children for admission to the primary school.

In the case of parents who wish to keep their children in their 12th or 13th year in the family, so that they can use them to assist them in their work, the school collectives undertake corresponding persuasive measures which are mostly successful. However, if the child of such parents continues to avoid the attendance of the primary school - in that case the corresponding organ of the commune (magistrate judge) institutes legal proceedings and adequate steps are taken - mostly in the form of financial fines payable by the parents.

For children who live far away from the school free transportation by school buses is organised, if the roads are convenient for such transport. In addition to this, such children are provided with one or two warm free meals in the school kitchen.

Over 90% of all children who have completed eight-year primary school education in the school year 1974/75 continued their education in one of the secondary schools (gymnasiums, vocational secondary or art schools, etc.).

g) The primary eight-year compulsory education is - as we have already said - equally accessible to all pupils of this age group regardless of the national, social, race or other affiliation. For children with psychical or physical disturbances special tuition is organised in special classes within primary eight-year schools or in the special primary schools.

We have to stress particularly that the tuition in the primary eight-year school is held in the pupil's maternal language, i.e. in the languages of peoples and nationalities.

The children of migrant workers and the children of Yugoslav workers enjoy equal position.

PART B - SOCIAL EXPECTATIONS

2. Definition of the aims of the compulsory education

a) Joint basis, goals and tasks of the primary compulsory education are contained in the Resolution on the Reform of the System of the Upbringing and Education in the SFR Yugoslavia, and these are more detailedly worked out and defined in the Laws on the primary education and upbringing passed by each socialist republic i.e. socialist autonomous province.

The competent organ of the commune and the teachers collegium of the primary school are entitled and have the possibility through corresponding educational field to give specific character to the primary school in the form of optional tuition, subject to the school environment requirements and to assist the pupils of finishing classes by guidance to corresponding profiles i.e. occupations required by a given environment.

b) The aims of the primary compulsory eight-year education are determined by the character of our social community and its need for its permanent development. Therefore the self-managing socialist community of equal peoples and nationalities of Yugoslavia requires versatile, developed, free and humane personality able to fulfil its working and self-managing functions in working and in living conditions.

The primary school therefore should enable their attendants:

- to develop physically and psychologically into healthy personalities, who will feel the need for permanent cultivation of physical culture, permanent education and self-education;
- to enrich them with ethnic, aesthetic and art values of the culture of our peoples and nationalities and culture of the entire progressive mankind;
- to attain humane and responsible attitude towards their own and the actions of other people from the standpoint of the adjustment of their own and social interests;
- to educate them in the spirit of the fraternity and unity of peoples and nationalities of Yugoslavia; to respect other peoples and nationalities, for international solidarity of working people and citizens and for the life and work in the lasting peace;

- to create positive attitude towards work, as the source of all values and criteria of their own future material and social position.

c) The other aims were already mentioned.

d) The Trade Union of the Civil Workers of Yugoslavia considers that the existing primary eight-year school with all its components organised in such a way offers guarantee and security for the realisation of the above mentioned goals and tasks.

e) The primary eight-year education is the constitutional obligation and the constitutional right and therefore necessary resources are provided for it, as well as all other conditions for the normal work of these schools.

f) The primary eight-year school is a general educational school which by the selection and distribution of educational fields and contents, methods, forms and means of work synthesizes the humanitarian, natural-scientific, technical, aesthetical and work-productional values. On the basis of the lasting values from all the fields of human culture (national and general) the primary school prepares the pupils for their further vocational education, successful inclusion into the work and social life and permanent education and self-education.

However, as we have already said, the features of certain regions in which the primary school is situated may impose certain changes in the general educational contents through its enlargement or deepening, although this must not lead towards the loss of general-educational character of the primary school and its transformation into the vocational directed education.

g) Teaching contents which have the characteristics of occupational-vocational direction may be carried out only in the form of optional tuition, which should not amount to more than 1/10 of hours of the lecturing fund.

3. Criticism of the compulsory education system if it does not meet the expectations

a) There are no remarks or critiques regarding the system of the primary compulsory education and upbringing presently existing because - as we have already said - the reform of the entire system of education and upbringing is still in its implementation stage. It reflects a solid and scientifically-worked out application of the achievements in science, pedagogical theory and practice and the needs of our self-managing socialist society.

4. The reform of education which is to fulfil the expectations

First of all we would like to stress once more that a very well conceived reform in the primary education was carried out in 1958. This reform asserted itself in practice of the primary eight-year school until 1974, when a new radical reform of the entire system of education and upbringing in our country was adopted. Within this - last - reform, the least had to be done in the field of primary eight-year education, because many questions were very successfully solved by the previous 1958 reform.

We shall briefly list only several characteristics of the reformed primary school (according to the latest 1974 reform) in one of 6 socialist republics and 2 socialist autonomous provinces, with the remark that inter-republican differences in this regard are very negligible.

Basic fields of the educational-upbringing activities in the primary school are the following:

A. Tuition.

- (i) regular
- (ii) complementary
- (iii) extended
- (iv) additional

(Complementary and extended tuition are organised for pupils who have not achieved satisfactory results in some lecturing fields. Additional tuition is organised for talented pupils from the fourth to the eighth year.)

A/2 Special upbringing-educational work

A/3 Production and other socially useful work

A/4 Pupil's class communities of pioneers and youth organisations

A/5 School community of pioneers and the youth organisation

A/6 Free activities of pupils

A/7 Activities in the field of the pre-school upbringing

A/8 Adult education

A/9 Cultural public activities of the primary school

B. Proportional participation of individual upbringing-educational activities in the total working hours of the primary school during one school year:

B/1 Tuition (regular, complementary, additional and extended): 70-75%

B/2 Other upbringing-educational activities except primary adult education: 25% to 30%.

C. Within regular tuition individual tuition areas participate approximately with:

C/1 Maternal language, the language of peoples or nationalities (non-maternal language) and foreign language with 28%

(Non-maternal language is taught in primary schools with multi-national environment)

C/2 Social sciences: 11%

C/3 Mathematics: 21%

C/4 Natural sciences: 13%

C/5 Work and polytechnical education: 7%

C/6 Physical and health education: 10%

C/7 Aesthetic education: 10%

C/8 General people's defence: about 0.6 to 1.65%

D. Working hours of the primary school during one school year amount to at least 210 days, from which there are 200 lecturing days.

E. Weekly load of the pupils in primary school with regular tuition amounts to:

- for the first and second year - 20 hours per week or 700 hours per year;
- third year: 22 hours per week, or 770 hours per year;
- fourth year: 25 hours per week, or 875 hours per year;
- fifth year: 27 hours per week or 945 hours per year;
- sixth year: 28 hours per week or 1015 hours per year;
- seventh year: 30 hours per week, or 1050 hours per year;
- eighth year: 30 hours per week or 930 hours per year.

F. Tuition contents are freed from repetitións, historicisms, encyclopaedism and the like as well as from the working out of the tuition topic in concentrical circles.

G. The tuition and all forms and contents of the upbringing-educational work are conceived in such a way as to:

1. Place the pupil into the position of an active subject and the teacher into the role of experienced organiser, instructor and realiser of the entire upbringing-educational activities in the school. The teacher should have marked abilities for the co-operation with all subjects in the upbringing-educational activities.

2. The selection of the upbringing-educational contents, teaching methods, forms and procedures in work have to develop in the pupil the ability to think and not to memorize; the constant desire for the acquisition of new knowledge and enabling

him for self-education and permanent education.

3. The tuition is exclusively based on sciences, on its achievements and results. It is therefore freed from all non-scientific conceptions. It is permanent by its contents, because obsolete contents have to give way to newest achievements in science, technology and culture.

5. What results is society expecting from the system of the compulsory education?

Internal upbringing-educational structure is composed from all activities vital for versified development of the personality. The right educational influence in the school, which is linked with the entire life and activity of the young people outside the school, contributes towards balanced intellectual, physical, moral, aesthetic, general-technical and working upbringing and education of young man.

The humane and many-sided development of the personality, as the goal of the education and upbringing, embraces the man both as an individual and as a social being.

Through the creation of a starting basis of the upbringing and general education in each young man, the primary school builds foundations and creates possibilities for the manyfold development of the healthy, free and cultural humane personality, the future citizen of the self-managing socialist society, an active and useful participant in the economic and cultural life of the social community.

The most important educational tasks of the primary school are the following:

- to teach the pupil the cultural, verbal and written expression as the condition and the starting point for his permanent education and self-education and successful communication with people in all activities throughout life; to develop other forms of expression, acquaint himself with the subjects and phenomena in the nature and the society and with the basic laws of the development of the nature and the society;

- to develop psychical functions and abilities in the pupil, particularly the ability for observation, independent and critical thinking, lasting interest and need for the acquisition of new knowledge; to enable the pupils for independent acquisition and widening of their knowledge;

- to acquire useful working habits and develop the working habits, to adopt the basic general-technical knowledge and skills;

- to develop physical abilities in the pupil, hygienic habits and lasting need for active engagement in sports and physical culture;

- to develop objective critical relationship towards the world and the creative Marxist approach to the events in the past and present life;
- to contribute to the active adoption and affirmation of basic values and norms of the socialist moral such as: the respect of other human personalities, understanding of their problems and needs, readiness to offer assistance, decisiveness in the struggle against degradation and aggression on human personality in all forms, love for its own people and development of national pride and dignity, love for other peoples and nationalities of Yugoslavia and understanding and sympathies for other peoples in the world, development of the spirit of race, religious and national tolerance, feeling of solidarity with all progressive forces in the world and the spirit of peaceful international cooperation;
- to enrich personal life of the pupil through the aesthetic upbringing and education and acquaintance with the achievements of the cultural and art creativity both in our country and in the world.

6. The expectations of the society in relation to practical possibilities

The complete project of the 1974 reform of the entire system of education and upbringing is a result of thinking, proposals, suggestions and critical remarks of a very wide and mass participation of various profiles experts expressed in a long public discussion, held about the proposed draft project of the reform, worked out by the corresponding professional and scientific institutions. Our organisation also took part in the preparation of the proposed project for the reform of the upbringing and educational system and in the determination of its final text. During the public discussion the teachers of all profiles and levels of education were in the position and had the possibility to exert their influence on the final text of the reform so that it should reflect the knowledge of scientists, theoreticians and prominent practitioners in the field of the upbringing and education.

There is no possibility for the differences to appear between the projected and proclaimed aims and goals of the primary eight-year compulsory school and actual and perspective material, spatial, personnel and other possibilities of our social community, because the reform of the entire upbringing and education system was worked out as a complement part of the middle-term and long-term plan of the economic and social development of our country; because in the public discussion about the draft and the proposal of this reform participated all economic and non-economic sectors, including educational workers; because our organisation has also been the member of the group for the preparation of this document.

By its entire pedagogical and social conception and contents the reformed primary compulsory eight-year school is an expression of the present and future needs and therefore it reflects the realistic life interests and possibilities of our social community.

7. Expectations on the international level

a) The struggle of the most progressive forces in the world for active peaceful coexistence, for the lasting peace,
d) for the solution of conflicts in a peaceful way, for mutual understanding of peoples with the respect of human rights and liberty is increasingly affirmed. This is becoming an integral part of the aims and tasks of the national upbringing and education. The national system can give its own significant specific contribution in this respect, because otherwise how is it possible to form a cultural, educated, versatile and humane personality of the present time.

The attitude of our organisation and our official and general-educational policy concerning the obligations of the primary eight-year compulsory education and the upbringing of young people from international aspects may be seen in our reply to question no. 5 of this questionnaire.